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COLONIAL ANNUAL REPORTS

Nigeria

1946



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IN 1940. PUBLICATION OF THE SERIES OF Colonial Annual Reports was suspended. The Reports now being issued cover the events of the first year after the war, and in many cases reference is made to progress during the war years.

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Particulars of the series are given inside the back cover.



ANNUAL REPORT ON NIGERIA

FOR THE YEAR

1946

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PART I (a)

History of the Year 1946

In the history of Nigeria the year 1946 will live as one of notable constructive advance. Foremost was the revision of the Constitution. The Nigerian Constitution of 1922, suitable to conditions of that time, was outmoded in 1946. The former Legislative Council did not legislate for the Northern Provinces, so that more than half the population of Nigeria was outside its range. The people of those Provinces within its sphere were insufficiently represented. A Central Legislature on which all sections of the community had adequate representation was the first essential. But this in itself was not enough. Nigeria falls naturally into three regions, the North, the West and the East, and the people of those regions differ widely in race, in customs and in traditional system of government. The recognition of this in the machinery of administration, the three sets of Provinces being grouped together, each under a Chief Commissioner, had no corresponding reflection in the Constitution. The new constitutional proposals therefore not only increased the scope and membership of the Central Legislature, but set up in each group of provinces a regional House of Assembly where regional affairs could be discussed and which would provide a link previously lacking between the Central Council and the Native Administrations. In order to give the Africans themselves a more powerful voice in their affairs, the revised Constitution provided for an unofficial majority both in the Regional Assemblies and in the Central Legislature. These proposals, which had been first advanced in the Governor's despatch of the 7th December, 1944, were subjected to long and detailed consideration, as a result of which, after certain minor amendments had been made in the membership of the Central Legislature, the necessary instruments were prepared, and finally received His Majesty's assent on the 2nd August, 1946.

From the first publication in Nigeria the proposals had met with some local criticism, in which an important lead was given by certain sections of the Press. These made strong efforts to influence opinion against the proposed revision, which, while it provided both an important immediate advance and a basis for sound future development, fell far short of the demand put forward by some Lagos politicians for immediate self-government. Despite this opposition, however, the quiet, the thoughtful and the constructive-minded majority of the people slowly mobilised in support of the proposals, and practical arrangements for selection of representatives proceeded without a hitch.

With the encouragement and generous financial assistance of the Imperial Government, Nigeria can claim to have taken a lead in planning for prosperity. A comprehensive Ten-Year Plan covering all aspects of development and Welfare was laid on the table of the Legislative Council on the 13th December, 1945, and, as subsequently amended by the select committee of the Council, was finally approved by the Legislative Council

on the 7th February, 1946. Progress so far achieved in the more important of the projects which have been initiated under this plan will be summarised later. A Central Development Board was established covering Nigeria as a whole, and all proposals for local development first received thorough examination by Provincial and Area Committees. The measure of Government's intention to further to the utmost the economic and social well-being of the people may be gauged from the fact that the estimated cost of the development plan over the full ten-year period reaches the total of £55,000,000. Of this no less than £23,000,000 will be allotted to Nigeria under the United Kingdom Colonial Development and Welfare Act, and a further sum of approximately £15,800,000 will come from loans raised by the Nigerian Government itself. The remaining sum will be found from Nigerian revenue.

The speed at which Government's plans could be implemented was conditioned to a large extent by the available supply of staff and materials. Shortage of staff in particular exercised a restrictive effect from which no branch of Government's activities was wholly immune. The Provincial Administration was severely hit, and although the results of the Colonial Office's intensive recruitment campaign began to be seen towards the end of the year in the steady arrival of new cadets, it will be some time before these officers can adequately fill the large gaps caused by the virtual cessation of recruitment in the years 1939-45 and the abnormal war-time wastage in the ranks of the older and more experienced men. All Departments were faced with the uncongenial task of restricting the desirable within the narrower limits of the practicable. Failure to recruit the necessary engineers, for example, precluded the development of the policy of carrying out work by contract, since supervision of the contractors, and even the preparation of the very considerable numbers of contract documents, could not be undertaken by the existing Public Works Department staff. The opening up of new medical centres, the progress of work in the field of leprosy and the execution of the Five-Year Plan for Fisheries Development have all been similarly impeded.

The necessity of remedying this position by the offer of more attractive conditions of service to new recruits, together with Government's earnest wish to remove the hardships which the rising cost of living had imposed on the existing establishment, led to the appointment by the Secretary of State of the Harragin Commission to conduct a full investigation into salaries and general service conditions. The recommendations of this Commission have now been very largely accepted by Government and embodied in a general offer of new conditions to new recruits and to all existing salaried staff. Cost-of-living allowances to daily-paid staff had already been increased by 50 per cent. by Government's acceptance of the proposals of the earlier Tudor Davies Commission, and have recently been consolidated in revised daily rates of pay. Every possible effort was made in other directions also to mitigate the effect of the serious staff position. Considerable numbers of Development Officers were recruited for those activities not demanding specialist qualifications and both the Labour and Co-operative Departments were able to fill gaps in their establishments by recruitment from the United Kingdom.

It is a measure of the devotion to duty of all branches of the Government Service that in these difficult circumstances not only have care and

maintenance been carried on at a high level, but that it has also been found possible to undertake re-organisation in a number of important directions. A proposal to constitute an additional Province in the East, necessitated by the unwieldy nature of the Owerri Province, was carefully investigated and finally approved by the Governor. Proposals for township reform in Port Harcourt have also been submitted. In the Northern Provinces, the Eastern Provinces and in the Colony officers have been spared from general administrative duties to investigate the indigenous systems of land tenure under the impact of social and economic change. In the Western Provinces important financial reorganisation has been undertaken in the large Ibadan division, and progress has been made in the federation of small Native Administrations previously reluctant to undertake such step for fear of impairing independence and offending local prejudices.

One of the most noteworthy events of the year has been in the field of Agriculture. The serious Swollen Shoot disease has unhappily been found in parts of the main cocoa-producing areas of the Oyo Province. This disease, if unattended, would be a grave menace to the future of the cocoa industry, but intensive propaganda has at last awakened among cocoa-farmers a wholesome fear of neglect, and the cutting out of the diseased trees is now proceeding steadily. The situation has been tackled with great vigour, and an extensive survey of cocoa-farms has resulted in two years in the inspection of more than two-thirds of the total area under cocoa in Nigeria.

In the sphere of Co-operation, Government began to implement early in 1946 a positive policy designed to give full scope to the development of all useful types of Societies. Apart from the cocoa marketing conducted by the interested unions, the steady development of the Thrift and Loan Movement and the village development in the Udi division of the Onitsha Province are especially noteworthy.

The Forestry Department, in addition to carrying out its normal duties under difficult staff conditions, was able to produce all railway-sleepers necessary for the relaying of the Jebba-Minna section of the Nigerian Railway.

It was generally hoped throughout the Territory that the end of the war would result in the early lifting of many of the restrictions. Some moves in this direction have been made, but, as in Europe, existing conditions render it still necessary to continue a number of controls, some pending the restoration of a more satisfactory supply position, others, relating to export of produce, by deliberate policy designed to further the general prosperity of those dependent on the industry.

If Educational Development, on which the progress of any Territory ultimately depends, appears in some respects less spectacular than the concrete achievements which can be indicated by one or two other Departments, this is only because the gains made are to some extent less tangible and less easy to estimate on a short-term basis. Considerable developments have actually taken place in the field of Secondary and Primary Education, and the training of teachers has been steadily extended, and plans for the wide extension of women's education are going ahead. Considerable progress has been achieved also on the Welfare side. Here, too, though it does not come within the actual purview of the Education Department, can be noted the valuable work

directed towards the prevention of juvenile delinquency undertaken by the Colony Social Welfare Staff, and the opening of a Juvenile Court in Lagos where special consideration can be given to juveniles in need of care by trained African Welfare Officers.

The expansion of general Departmental activities which has been indicated, while restricted by shortages of staff and materials, has nevertheless involved as a matter of course a considerable increase in ordinary expenditure, which has now risen from £6,450,000 in 1939-40 to a revised total of £12,300,000 in 1946-47.

The issue of the first Nigeria Local Loan under Ordinance No. 9 of 1946 took place on the 16th September, 1946, and the Accountant-General was responsible for its management. The issue of £300,000 3½ per cent. Registered Stock 1956-61 at a discount of 2 per cent. met with an immediate response, and was over-subscribed on the first day, 323 applications, totalling £849,250, being received.

In view of the fact that the floating of such a loan was an innovation for the Accountant-General's Department, it is gratifying to report that arrangements made worked smoothly and well. The thanks of Government are due to the local Banks for the assistance furnished by them, and for their co-operation in this connection with the Accountant-General.

In some respects the major problem of the year was the demobilisation and re-settlement of African troops. The year 1946 saw the virtual completion of the repatriation of troops from overseas and the closing down of the Demobilisation Centre at Ikeja. A total of more than 50,000 men returned from India and the Middle East and were dispersed to their homes. Dispersal arrangements on the whole worked smoothly, and no serious difficulties were reported, apart from one period when there was a considerable congestion of troops at Ikeja and at the Dispersal Centres at Aba, Enugu and Victoria. This was caused by the arrival of more than 20,000 troops in this country in May and June. A Resettlement Officer has addressed each new draft at Ikeja, and has been available to answer their many and varied questions. The bearing and conduct of the troops have, on the whole, been good, and the few troublesome ones have invariably been those with short service or poor army characters.

The effects of the passing of the Employment of Ex-servicemen Ordinance and its subsidiary legislation have been gratifying. Statistics show that over 19,000 ex-servicemen had been placed in employment by the end of the year, and this figure is substantially in excess of Government's most optimistic estimates. It represents 7 per cent. of the total number of substantive employees working for employers registered under this Ordinance.

In regard to legislation, the events of the year most momentous for the future of the Territory were of course the Proclamations formally bringing into effect His Majesty the King's Orders in Council establishing Nigeria's new Constitution. Apart from these, however, there were a number of noteworthy enactments during 1946. In some respects the most important was the Cameroons Development Corporation Ordinance. At the end of the first world war the former German-owned plantations in the Cameroons were sold to the public, and eventually most of them found their way

back into private German ownership. In pursuance of Government's declared policy that the natural resources of Nigeria should be development to the fullest extent in the interests of the country's inhabitants, a public body has been set up by the ordinance to hold the captured properties in trust and to develop them until such time as the Government of Nigeria is in a position to undertake national ownership in a fully representative form.

Other important Enactments were those providing the necessary legislative authority for Government's long-range plans, in particular the Nigeria Local Development Board Ordinance (No. 2 of 1946) and the Nigeria Town and Country Planning Ordinance (No. 4 of 1946). The latter Ordinance gives Government power for the first time to exercise full control over the development and use of land for the benefit of the community as a whole. The Development Loan Ordinance (No. 3 of 1946), the Nigeria (Ten-Year Plan) Local Loan Ordinance (No. 10 of 1946) and the Local Loans (Registered Stock and Security) Ordinance (No. 9 of 1946) provided authority for the raising of the loans necessary to finance the Development Plan.

In the unsettled conditions which follow any major war the basic problems of law and order present particular difficulties. Notwithstanding a satisfactory recruitment level, a marked improvement in the position in regard to officers, and the transfer of the Preventive Service on the land boundaries to the complete control of the Customs Department, the Nigeria Police have worked under conditions of considerable strain. Crime has increased to some extent in all provinces, but the Police have never lost their grip upon the situation, and only in the Calabar Province have they encountered a problem which imposed a major drain on the strength of the Force. This has lain in the necessity of providing a considerable force to deal with a most serious and regrettable series of murders which have occurred in part of the Abak and Opobo Division of the Calabar Province and which have become known as the "Leopard Murders". The intensive efforts of the Police have unfortunately not yet succeeded in stopping the murders, but in the last few months there are indications that they are gradually being reduced. Of 159 leopard-type murders committed and discovered to date, some seventy-four have been successfully investigated; thirty-nine persons have already been convicted and ninety-one are awaiting trial. Measures taken to assist the Police in controlling this epidemic of murders have been the application in February, 1946, of the Peace Preservation Ordinance and the enactment in October, 1946, of an Ordinance empowering the Chief Commissioner to impose a curfew in any area of the Abak and Opobo Divisions.

In conclusion it can be said that the year 1946 has seen a great constitutional advance which affords to Africans the opportunity to take a far more active and responsible part in the welfare and administration of their people. In spite of the many problems of readjustment and rehabilitation necessary after six years of war, steady progress has been made in local government by the Native Administrations. The war years, with the acute shortage of European staff, which may have impeded progress in some directions, have thrown added responsibilities on the Native Authorities, and in nearly all cases they have justified the Government's confidence in them and in the system. With the progress now apparent

in the application of the Ten-Year Plan of Development and Welfare, the increase in the price paid for her principal export produce and a far-reaching educational and medical programme, Nigeria embarks upon 1947 with a greater degree of responsibility, an improved level of prosperity and with greater confidence in her future than she had in 1939.

PART I (b)

Development and Welfare

In December, 1945, a general and comprehensive Ten-Year Plan of Development and Welfare for Nigeria was laid on the table of the Legislative Council as Sessional Paper No. 24 of 1945. This Plan was considered by a Select Committee of the Council, and in February, 1946, the Council approved the Plan and recommended its acceptance as the general development policy of the Government of Nigeria for the next ten years, subject to periodic review of details in the light of experience, and the inclusion of such additional schemes as might prove to be necessary as the result of unforeseen circumstances. In approving its adoption the Council recognised that in a country of the size of Nigeria, with a highly diversified population, a plan of this description could do no more than present a general course of proposed action; and that, while the Plan was prepared to cover intended policy, it was necessary to keep in view at the same time that it must be sufficiently flexible to meet changing conditions, unexpected eventualities and factors at first unknown. The concept, therefore, is one of a series of objectives with an approximation of cost, and the final detail and the ultimate cost will be ascertained only as the plan goes into effect and the schemes are progressively revised.

The money provision required for the completion of the Plan is estimated at approximately £55 millions for the ten years, and the sum of £23 millions has been allocated to Nigeria from the Colonial Development and Welfare Vote towards this cost. In addition, it has been agreed that a substantial portion of the expenditure involved is suitable for financing by loans raised by Government of Nigeria, and during the year an Ordinance was enacted authorising a loan of £8 millions to cover part of the first five years requirements of the Plan suitable for financing in this way. The remaining finances required will be found from Nigerian Revenue.

The Plan has been made as comprehensive as possible, but many of the constituent schemes consist largely of extensions to departmental activities, in order to overcome the deficiencies of the past caused by long periods of financial stringency. The schemes included in the Plan may be divided broadly into the following categories :—

- (i) Those schemes which must be carried out in order to ensure that the people are in a position to participate in, and take full advantage of, the other development schemes; these are the schemes for rural and urban water supplies, for the development of medical and health services, and for the development of education.

- (ii) Schemes for the development of communications, improving living conditions and the provision of fuel and power, such as the Road Development Scheme, improvement of water communications and other marine activities, telecommunications development, electrical development, the Town Planning and Village Reconstruction Scheme and the Building Programme for Development Scheme.
- (iii) Schemes for the provision, extension or development of those services which will lead to economic betterment, such as the Agricultural, Veterinary and Forestry Development Schemes and schemes for the development of mineral resources. In connection with the schemes which come under this category a new Department of Commerce and Industries was set up during the year as a co-ordinating entity to assist and advise Government, and where necessary to participate in such economic improvements and development as may be decided upon. It has two main sections, one dealing with the export trade and the other connected with internal domestic trade and the development of local industries. Two subordinate branches of this department for the development of fisheries and for textile development were also started during the year.
- (iv) A number of subsidiary developments, such as the provision of Development Officers for the co-ordination of departmental schemes on a village or small district basis, statistical work and social welfare work.
- (v) Finally, a number of research schemes have been approved which must always be closely linked with development. In addition, many of the schemes already mentioned have investigational or research aspects.

DEVELOPMENT ORGANISATION

Nigeria is so large that any attempt to deal with development matters from the centre would result in much delay and confusion, and the policy was therefore adopted to establishing a central organisation for the general co-ordination of the work, the overall control of finance and for the preparation of major policy. To that end the Development Branch was established in the Secretariat under a Development Secretary, and associated with it is the Central Development Board, which deals with general principles of development planning and the policy underlying it. Area Development Committees have also been established whose functions are to assess relative merits and priorities of proposals emanating from individual Provinces and to submit recommendations to the Central Development Board. Each of the twenty-four Provinces has a Provincial Development Committee, whose function is to prepare local schemes which are put forward for consideration by the Area Development Committees, and finally, if necessary, by the Central Development Board. (These Provincial Development Committees have in fact been in existence for some years.) Finally, there was set up during the year the Nigeria Local Development Board, provided with an allocation from the Development Loan Funds, which is being used to make grants and loans to Native

Authorities and other approved authorities or bodies in connection with local schemes of development.

INDIVIDUAL SCHEMES

General.

During 1945 a start was made with some of the larger schemes for development, but the progress achieved was not very great. This was due to a variety of causes, the principal ones being difficulties in the recruitment of staff and in the supply of materials, plant and vehicles. These difficulties continued during the year under review, and although some progress was achieved on the schemes already started and some new schemes were commenced, the rate of progress continued to be in arrears of the rate envisaged in the Development Plan. The Chiefs and Native Authorities continued to take a keen interest in the schemes for development, but except in those areas where work had been commenced and there were tangible signs of Government's intention to carry out the Plan of development, the immediate interest of the people themselves had not been greatly affected.

Road Development.

In spite of delay in the recruitment of staff and in the supply of plant, and although a considerable amount of road work was carried out at the same time from Nigerian Funds, fairly satisfactory progress was made on this scheme by the regular staff of the Public Works Department. A total of 110½ miles of trunk roads was completed and opened to traffic, and 63 miles of new feeder roads. A considerable amount of work was also done on improvements to existing roads, permanent bridging and culverting, and 72 miles of road were bituminous-surfaced. Investigations and preparation of designs for two large bridges were made during the year by the Consulting Engineers to the Crown Agents.

Rural Water Supplies.

Here also delays in the recruitment of staff and the supply of plan. prevented the full programme envisaged for the year being carried out, but a satisfactory amount of work was completed with the staff and plant available. Work was, however, confined to wells and tanks, and no drilling was possible in the absence of new drilling rigs. A total of 240 new wells were completed, fifty-two tanks were erected, and twenty-one dams and other miscellaneous minor schemes completed.

Urban Water Supplies.

Work was commenced during the year on major supplies for Minna (Northern Provinces) and Otta and Warri (Western Provinces), and good progress has been made. Investigations, surveys and plans have been made for a further eight new schemes and for extensions to a number of existing schemes. Shortage of staff and materials are greatly retarding progress.

Building Programme for Development.

It was not possible to make the progress desired under this scheme either in preparatory work or in construction, owing to the shortage of staff and to the large volume of work to which the Public Works Depart-

ment was already committed. Increases in cost of labour and materials further hampered the work, as they necessitated revision of estimates by staff already fully engaged on the supervision of works. Progress on the Technical Education Building Programme was accelerated because of assistance rendered by the Technical Instructors of that department, but the work achieved on the Medical, General Education, Agriculture, Forestry and Veterinary Programmes, whilst fairly satisfactory, was not as great as had been envisaged in the Plan.

Kumba-Mamfe Road.

A separate scheme for the construction of a trunk road 54 miles in length. By the end of the year the road has been almost completed.

Colliery Housing Scheme.

A scheme started in 1941 to provide houses for colliery workers with a total of 922 rooms. 276 rooms were completed during the year, bringing the total completed up to 874.

Electricity Development.

Progress was retarded because of delay in recruitment of the Engineer in charge of construction and in the supply of materials. In the Lagos Area the supply was extended to the Iju Waterworks to provide electrically-driven pumping plant. Equipment was ordered for an extension of the Lagos Plant, but this has not yet arrived. Investigations for the new Maiduguri (Northern Provinces) project were completed by the Engineer in charge, and the Consulting Engineers to the Crown Agents carried out investigations in regard to the practical and economic possibilities of establishing hydro-electric generating stations to supply electricity and power to the Tiko, Buea and Victoria Areas in the Cameroons, and electricity to the Onitsha Township.

Leprosy Control Scheme.

The new Leprosy Services which came into existence in April, 1945, in the Benin, Warri, Onitsha and Owerri Provinces continued to make progress in correlating the work of the existing Mission settlements in these areas. Progress was also made with extensions to the existing settlements and with the construction of new settlements. Local treatment centres were established, and local segregation methods linked with, and under the supervision of, the parent settlements were adopted.

Development Officers.

Out of a total approved establishment of seventy, forty-four officers had been appointed, and forty-two had arrived in the Colony by the end of the year. Of these, eighteen were posted to the Northern Provinces, seven to the Eastern Provinces, eight to the Western Provinces, and nine to the Colony, for work in connection with various schemes.

Anti-Malaria Measures, Lagos.

These were continued during the year, and 1,040 acres of swamp were drained, bringing the total drainage achieved to approximately 4,000 acres. Maintenance of the swamps already drained was continued.

Gaskiya Corporation.

The former Literature Bureau, attached to the Education Department, was vested in and formed the nucleus of the Corporation in April, 1945, and continued to work in the same buildings pending the erection of new buildings for the Corporation. Construction of the new buildings continued during the year, and were approximately 75 per cent. completed. Machinery and materials for the printing-press had been ordered in the previous year, and the greater proportion had arrived, but, as the buildings were not ready and no printer was available, it was not possible to start on the installation, and the plant had to be stored in temporary quarters. Pending the erection of the press and the engagement of essential staff, the work done during the year was a continuation of the normal functions of the old Literature Bureau and Hausa newspaper section.

Town Planning and Village Reconstruction.

Various Town Plans were in course of preparation, but had not reached the stage where expenditure was required, and no grants were made for this purpose during the year. Certain grants were made for Village Reconstruction, particularly to villages in the Eastern Provinces, and although these were generally of small amounts, they are noteworthy because they produced the most noticeable political reaction amongst the rural population in the Eastern Provinces. These small grants stimulated confidence in the Government and the local administration, and awakened an immediate interest in the Development Plan in these particular areas.

Technical Education.

Good progress was made during the year with the buildings of the Trade Centres at Lagos and Kaduna. At Lagos those buildings which had been started were completed, but lack of equipment and materials for the courses prevented the opening of the Centre to Students. At Kaduna the main buildings were completed, and students enrolled and apprentices started work. At the Enugu Centre only the site has been cleared, and building materials are awaited. Good progress was also made with the Technical Institute buildings, but lack of roofing materials ultimately held up the work. Recruitment of professional teaching staff has been slow, but the number of Technical Instructors recruited was sufficient to enable training to be started at Kaduna.

Sleeping Sickness Service.

This scheme commenced in 1937, and work was continued as in previous years. Communal protective clearings and extensions and re-slashing were carried out in seven of the Northern Provinces, and surveys and re-surveys were continued as in former years. In the Anchau tsetse-free corridor work was largely directed to the maintenance and improvement of projects begun in previous years; and, with the completion of population movements and well-sinking, stress is now being laid on rural development and education.

Veterinary Training School.

All constructional work connected with the School had been completed in 1945, and during 1946 the School was fully established as a training

centre and thirty-nine students were in attendance at all courses. In spite of the difficulty in the recruitment of permanent staff, the completion of the teaching programme was possible because of the engagement of two women veterinary education officers temporarily and of the assistance of a number of Veterinary Department officers as part-time lecturers.

Although considerable financial provision was made for the important schemes for *Telecommunications, Marine, Agriculture, Forestry, General Education* and *Medical and Health Services Development* during the year, the progress achieved was negligible. Inability to recruit staff and obtain plant and materials has, of necessity, caused the postponement of a start being made with these schemes. It may be noted, however, that under the Building Programme Scheme some progress was achieved with the buildings required for certain of these schemes.

Work continued as in former years on the minor schemes for *Mission Advisers on Education, Fisheries Development, Soil Conservation Work* in the Eastern Provinces and *Social Welfare Work*. Research was continued on the schemes, *Mineral Resources Research, Investigation into the Bionomics of the Mosquito, Anopheles gambiae*, and the *Oil Palm Research Station*. The last-named is the most important from the monetary point of view, and was approved during the year as a scheme suitable for assistance from the Colonial Development and Welfare Vote. Towards the close of the year a start was made with the buildings required for the extension of the station from funds so provided.

PART II

Chapter I : Population

No general census has been undertaken throughout Nigeria since that of April, 1931, when the population was found to be 19,928,171, inclusive of natives of Nigeria, native foreigners and non-natives. Estimates of a varying degree of accuracy can, however, be made from annual returns of tax-payers. These returns have only a limited value as guides to population trends, if only for the reason that women are not subject to direct taxation over large parts of the Territory, and their number, as well as those of children over wide areas, can, accordingly, only be estimated roughly. But it can be safely said that the native population of Nigeria is increasing, the estimated total figure for the last pre-war year being 20,588,840, and those for the years 1943, 1944 and 1945 being 21,329,328, 21,498,674 and 22,023,662 respectively.

The predominant type in the population of Nigeria is that of the " West Coast Negro ". As might be expected, this is to be found with greatest uniformity and least dilution in heavily timbered country of the South-east, where overland migration has always been difficult and unattractive. In the North and West other stocks have mingled with the substratum, and in some regions overlaid it—if, indeed, it was originally present there. The Fulani and Shuwa Arab, for example—the former widely but thinly distributed north of the forest zone, the latter practically confined (in Nigeria) to the neighbourhood of Lake Chad—represent types very far removed from the Negro, and may be roughly described as " Mediterranean " and " Semitic " respectively. It should be added that there are many conflicting theories as to the origin of the Fulani, and that all that is certainly known is that their ancestors spread westwards between the desert and the forest, reaching Bornu from Melle in the fourteenth century, and that they are to be found to-day in scattered communities over the whole extent of the Western Sudan, from Cape Verde to the Kordofan. Between the extremes represented by pure Fulani, Arab and Tuareg on the one hand and the Forest Ibo on the other there exists a great variety of physical type, language and culture, the result of long and extensive intermingling of immigrant stocks, such as Berber, Bantu and Nilotic Negro, and in all but a few areas it is impossible to draw definite lines of ethnic demarcation.

The term " tribe " is highly misleading as applied to the peoples of Nigeria, inasmuch as most of the groups on which it is commonly conferred lack both self-consciousness and political focus as such, and often include a considerable diversity of ancestral stocks. For descriptive purposes, however, it has been customary to list certain major groups, in most of which the distinguishing characteristic is language ; some of

these are localised, and in a few there is physical homogeneity and belief in a single derivation. But neither political nor ethnic ideas should in general be attached to such categories, for in Nigeria scientific ethnography is possible only as a product of the closest study and correlation of local histories, traditions and culture, and language is often fallacious as guide to racial affinities. The strength of the four main linguistic groups as shown by the 1931 Census was: Hausa 3,604,016, Ibo 3,172,789, Yoruba 3,166,154 and Fulani 2,025,189. Four other groups—the Kanuri, the Ibibio, the Tiv and the Edo—showed census figures varying between 1,000,000 and 500,000, whilst the number of Nupes was shown as 326,017 and that of Ijaws as 156,324.

The *Hausa* are simply a linguistic group, consisting of those who speak the Hausa language as their mother tongue and do not claim Fulani descent, and including a wide variety of stocks and physical types; the greater part of this group is found in the northern Emirates. The *Fulani* are intermingled with the “Hausa”, and include all who claim descent (often only in the male line) from the true Fulani stock, which is to-day preserved only amongst the nomadic herdsmen (“Cow Fulani”) and a minority of settled communities which have escaped intermarriage with the indigenous people. A majority of those listed as “Fulani” speaks the Hausa, not the Fulani, language as its mother tongue. The *Kanuri*, largely localised in the Chad basin, are a linguistic group, but have more physical homogeneity than either of the two already mentioned, and a political focus in the ancient kingdom of Bornu. The *Tiv* may properly be termed a “tribe”, for they form an almost solid block occupying a limited region on the lower Benue, have a conspicuous uniformity of language and physique and believe themselves to represent a fairly recent immigration from the south-east; moreover, they possess the germ of political unity, which is being sedulously fostered under their present administration. The *Nupe* are partially localised in the valley of the River Niger above its confluence with the Benue, and, like the Hausa, are a linguistic group including various stocks and dialects and, since the Fulani conquest, divided amongst a considerable number of States.

The remaining groups, all linguistic, belong to the Southern Provinces, except a considerable minority of the Yoruba resident in the south-western part of the Northern Provinces. Edo (or “Idu”) is the native name for Benin, and has been applied to those who speak the language of that place, the seat of a powerful dynasty which has at one period or another dominated most of the “Edo-speaking people” or their ancestors. None of the other groups mentioned preserves any recent tradition of political unity, and both Ibo and Yoruba, especially the former, include a diversity of physical types, while many Ibo dialects differ so much amongst themselves as to be practically distinct languages. Yoruba, however, is spoken with some uniformity throughout the ancient kingdoms of the south-west, and with the spread of literacy is developing a literature of its own. The Ibo-speaking peoples form an extensive and fairly solid block immediately to the east of the lower course of the Niger, but, like their neighbours, the Ijaw on the south-west and the Ibibio on the south-east, seem never to have developed any political organisation higher than that of the town or small group of villages.

In addition to the ten listed above, there is a very large number of

minor linguistic groups, some comprising tens of thousands of individuals, others limited to single villages. These together account for the balance of 4,683,044 (1931 Census) not included in the ten main divisions of the population. Many of these minor groups still vigorously preserve their distinctive languages and customs, but with improved communications there is a growing tendency towards assimilation, particularly in the North by reason of the spread of Islam and the Hausa language. Throughout the greater part of the Northern Provinces, Hausa is the language of the markets and trade routes, and, like Swahili in East Africa, but to a more limited extent, it becoming the *lingua franca* of that region.

Whilst the registration of vital statistics is compulsory in certain townships in the Protectorate, and is also undertaken with varying success in a number of Native Administrations in both the Northern and Western Provinces, a fair standard of accuracy has been attained so far only in Lagos, where registration has been in operation since 1867. The available Lagos figures indicate that between the two past wars a fall of the death rate has taken place from 30 per 1,000 to 20 per 1,000, whilst the birth rate has remained fairly constant at about 24 per 1,000. Infantile mortality fell during the same period from 285 to 123 per 1,000 live births, and the percentage of still to live births fell from 5.6 to 3.4.

The only important general population trend which has taken place during the war years has been a steady drift to Lagos and Ibadan and to certain other towns, particularly in the Western Provinces. This was accentuated by heavy demands for labour on military works, but the main reason is undoubtedly the attraction of higher wage rates and increased social amenities in the towns, with which, owing to improved communications, the peasant is now becoming increasingly familiar.

The drift to the towns during the year 1946 was most marked in Lagos, where out of 6,575 able-bodied men registered at the Labour Registration office only 46½ per cent. were of Yoruba extraction, the remainder coming from distant parts of the Territory, attracted by the rumours of obtaining well-paid employment through the Labour Exchange. It was, of course, impossible to absorb such a steady influx, and the resulting unemployment problem has important social and political repercussions. There are at present indications in certain parts of the Northern Provinces of a tendency to reverse the drift. About 50,000 persons who abandoned the Katsina Province as a result of the acute food shortage in 1942-3 have now returned, and the stranger population on the Plateau Province has been reduced owing to the post-war decline in the output of tin.

The only long-range remedy for this drift to the towns, with all its important implications for the future in a country very largely dependent upon home-grown food, lies in the steady improvement of farming methods, in the consequent opportunities for the peasant to improve his standard of living, and in the encouragement in rural areas of healthy village communities with improved modern amenities. All this has been fully borne in mind in the Development Plan.

Chapter II : Occupations, Wages, Labour Organisation

Nigeria is still very largely a country of peasant farmers. Whilst no accurate figures are available showing the numbers actually engaged in the various branches of agriculture, it can safely be stated that the great majority of both the male and female working population are so employed.

This overwhelming predominance of agriculture as the source of livelihood should not, however, be allowed to obscure full appreciation of the growth of wage-earning employment both in Government Services, such as the Railway, the Colliery, Public Works and Posts and Telegraphs, and in the service of private firms. There are extensive tin mines in the Plateau Province, a factory producing local cigarettes, one or two soap factories and local weaving enterprises on a small scale. In addition, gold is being won in the Ife-Ilesha district of the Oyo Province, and the scientific examination of Nigeria's gold prospects, with a backing of adequate capital, is commencing for the first time as a result of the grant of special exclusive prospecting licences to a number of interested industrial concerns.

As regards the total numbers employed in wage-earning occupations, Government and Native Administration employ some 135,000 workers, whilst non-Government enterprises employ a further 101,500, an over-all total of 236,500. These figures are reasonably accurate in respect of employers with ten or more employees, but there are no existing records of the employees in smaller business. It is possible, therefore, that the total number of workmen earning regular wages may be as high as 250,000. Of the figures given above, 68,000 are employed by European firms, 16,000 by Missions, 15,000 by African firms and 2,000 by Syrians, Lebanese and others.

Government is the largest employer of labour in the country. Wage rates for the ordinary general labourer vary from 7*d.* a day in some agricultural areas to 2*s.* 6*d.* a day in Lagos. There are similar variations in the wages of labour which has some degree of skill but which cannot properly be classed with that of the skilled artisan. In this class wages vary according to the degree of skill and according to the area in which the workman resides. The general scales are from 11*d.* in the agricultural areas for the least skilled to 4*s.* 4½*d.* in Lagos for the most highly skilled man in this class. Wages for artisans vary from 2*s.* 6*d.* to 8*s.* 6*d.* per day. Overtime is paid at the general rate of time and a quarter, with time and a half on Sundays and double time on public holidays.

The main European commercial firms pay wages comparable with those paid by Government, but considerably lower rates are often paid by smaller business firms and contractors.

In addition to these wage rates, there are certain occupations where a minimum wage has been laid down, following enquiries of the Labour Advisory Board, and details of these are shown in Appendix B of this Report.

The standard hours laid down by Government are forty-five per week and the larger firms conform to these hours. By smaller firms and

contractors forty-eight hours are often worked. Shifts vary from six hours to eight hours, according to occupation.

Cost of Living for Officials, etc.

The continuous rise in prices of all imported merchandise and provisions during the war, coupled with representations made to Government by the Association of European Civil Servants of Nigeria, led in 1943 to an attempt to compute a cost-of-living index for those officials working in Nigeria whose homes were overseas. Difficulties were rapidly encountered by the investigating committee. In the case of married men, since the maintenance of two homes is involved, the cost of living in the United Kingdom had to be considered; and in the cases of both single and married men the cost of living in Nigeria varies enormously from station to station. If, in addition to officials of Government, a cost-of-living index for non-indigenous persons in general had been attempted, it would have been still more complicated by the different national characters, the wide range of incomes (£400 to £2,500 for officials and for non-officials in many cases much in excess of £2,500 per annum) and the variations in social status of people accustomed from birth to very different standards of living. The investigating committee, on examining replies to a questionnaire circulated to Government officials, ultimately found that it was impossible to produce accurate "weightings" of expenditure patterns, due to enormously varying interests, personal commitments and customary standards of the officials. It was, however, considered reasonable to deduce from the facts given that a single man in 1939 could live comfortably on £200-£375 a year, according to locality. It is estimated that the minimum cost of living in Lagos now for a single man is £375-£400 per annum.

Local Workers.

There are no accurate available figures of the cost of living of local workers. The preparation of a cost-of-living index for the local workers of Nigeria has always been fraught with difficulties; the problem is not one, but many. The enormous area involved—some 370,000 square miles—the diverse types of the peoples and their widely varying expenditure patterns, the different rates of pay according to the Department of Government and the part of the country concerned, all combine to make the computation of an accurate index impossible without an elaborate programme of field work. The Commission of Inquiry appointed by the Secretary of State, under Mr. W. Tudor Davies, to inquire into the rises in cost of living and to make recommendations *inter alia* as to methods of control, increased allowances if necessary, and methods of computing cost-of-living indices, submitted its report in April, 1946, and careful consideration is now being given to the means whereby a Nigerian cost-of-living index can be computed from information as to conditions in the main towns and the more populous rural areas.

The Size and Work of the Labour Department.

The activities of the Labour Department cover the tuition and guidance of Trade Unions, Industrial Relations, Labour Advisory Boards, Wages Inspection, Registration of Labour and Employment Exchanges,

Trade Testing, Factory Inspection, the Recruitment of Labour for the Spanish Territories of the Gulf of Guinea and Staff Instruction. These activities are in addition to the manifold duties of the unspecialised Labour Officer or Inspector. For such a formidable programme, extending theoretically over the whole of Nigeria, a staff of twenty-one officers only, including temporary appointments, does not approach the required strength.

Furthermore, in regard to staff, the Labour Department has suffered more than most because it has not been possible to implement the original intention that a high proportion of its less specialised officers should be seconded from the Administrative Service. Throughout the war up to the end of 1946 very few administrative officers have in fact been available. It is therefore in its more specialised aspects, especially in the Lagos and Colony area, that the Department can show its greatest achievement. Since the headquarters of most of the Trade Unions and of the Trade Union Congress are in Lagos, it has been possible for the greater part of the work of the Industrial Relations Section to be under the eye of the most experienced officer of the Department, and progress has been considerable.

The Labour Advisory Boards are coming more and more into prominence, and it is hoped that a full-time Chairman will shortly be appointed. A new Board has recently been appointed to consider minimum rates of pay and conditions of employment on the Plateau Minesfield. This will be the most formidable task so far attempted by a Labour Advisory Board, involving as it does the interests of an important world market, of a powerful and closely-knit body of employers and also of a body of employees consisting largely of unorganised pagans. Whatever may be the success of these Boards, however, it will be impossible fully to implement the Orders-in-Council enacted as a result of their recommendations until the staff of Labour Officers and Wages Inspectors is materially augmented.

The system of Employment Exchanges and registration machinery set up in Lagos two years ago has not only been instrumental in finding employment for both adults and juveniles, it has also served as a salutary check on the drift of unemployed to the capital. With the appointment during the year of two further Exchange Managers, new registration centres were opened at Ibadan and Benin. As soon as more staff is available it is proposed to extend the system to Sapele and to Jos, the centre of the Plateau Mining Industry. The value of the registration of artisans has been much enhanced by the institution of Trade Testing. Three Trade Testers were appointed during 1945 and 1946. There is at present no Factory Inspection or Industrial Welfare work of a specialised nature, but it is hoped in the near future to obtain the services of an experienced Factory Inspector on secondment or transfer from the Ministry of Labour.

A newly appointed and experienced Staff Instructor arrived in February. She is at present engaged in arranging courses of lectures and instruction for junior Industrial Welfare Officers appointed by the Heads of Government Departments and other large employers of labour. With the increasing efficiency of employees' unions a number of employers are having to look to their own side of the bargaining machinery. The Public

Works Department now has a full-time Staff Manager, and has requested the Labour Department to carry out a comprehensive registration of its employees in the main centres of Nigeria. The United Africa Company has also set up a properly organised staff department, and in so doing has set an example to the rest of the commercial community.

Three Africans who had undergone courses of instructions at English Universities returned to Nigeria during the year and, having been promoted to the post of Assistant Labour Officers, were appointed to act as Labour Officers. Assistant Labour Officers have also given valuable assistance in connection with such matters as Workmen's Compensation, Statistics, Wage Rates, the Cost of Living and the publication of the Departmental Quarterly Review. With their aid it has been possible to keep open the branch offices at Enugu, Calabar and Jos on a care and maintenance basis.

It will thus be seen that with the extreme dearth of ordinary Labour Officers there is considerable danger of the whole Department being thrown out of balance, not only as between specialists and non-specialists, but also as between the seconded Administrative Officers and the new appointments from the United Kingdom. In addition, owing to the shortage of senior officers, it has not been possible to implement the Department's plans for decentralisation on a regional basis under the new Constitution with a senior Labour Officer stationed at the headquarters of each Region.

Trade Unionism.

The number of Trade Unions registered has increased to 121, but due to amalgamations, cancellation and dissolution, the number actually functioning at the end of the year was 100, with a declared membership of 52,747. The Unions were very active in their demands for better wages and conditions. As a result of the general strike of 1945, rival organisations and leaders have created considerable rifts within the movement. This situation made it difficult for Government to know what organisations to deal with, but towards the end of the year there were signs that the Unions had realised the importance of settling their differences and evolving a better system of representation.

The Trades Union Congress has fifty-nine affiliated Unions with a membership of 42,300. The Monthly Consultative Meetings of the Congress Working Committee with the Commissioner of Labour continued with increasing interest. The exchange of views on general labour problems has been helpful both to the Department and the Trade Union Movement.

The Labour Department has opened a new office (Trade Union Office) in Lagos for the purpose of helping and advising in the proper development of the Trade Unions. The office is staffed with officers who have had wide experience in the Trade Union Movement. One of them was, until taking appointment in Nigeria, a full-time official of a Trade Union in England. Educational classes on the principles of Trade Unionism and in good organisation were organised for Trade Union leaders in the English and Yoruba languages. The arrangements for a Trade Union Vacation School to be held early in January, 1947, were completed at the close of the year.

Safety and Care of Mining Labour.

The accident rate in metalliferous mines continued to be extremely low, and the accident rate in coal mines, high as regards minor accidents, improved. In June, 1942, the Mines Department was instructed to arrange to inspect the Government Collieries, which previously had not come under the Mines Department for inspection. During the war a maximum labour force on the mines and maximum mineral production coincided with the reduction of the number of Inspectors of Mines to the lowest number since prior to the first world war, but inquiries were held in every case required by statute. Vacancies are gradually being filled, but not easily.

Labour Disputes and their Settlement.

A table showing the details of labour disputes which caused stoppage of work is included as Appendix A to this report. Sixteen labour disputes were reported to the Department during the year, ten of which led to strikes. One of the strikes lasted for more than three weeks; two lasted more than two weeks; one lasted for eight days and each of the remaining strikes lasted for a period not exceeding four days.

Labour Legislation Enacted during the Year.

The most important piece of labour legislation brought into force during the year under review—in fact the most important piece of labour legislation in the history of Nigeria—was the new Labour Code Ordinance. This Ordinance was enacted during 1945 (No. 54 of 1945), but it did not come into operation until the 1st June, 1946.

It is, as its name suggests, a Code; that is, it is not so much new law as the bringing together into convenient form, and the expansion of, existing law. The following Ordinances were repealed and re-enacted or replaced thereby:

The Labour Ordinance, 1929.

The Forced Labour Ordinance, 1933.

The Labour (Wage Fixing and Registration) Ordinance, 1943.

The last-named is repeated almost verbatim in Chapter XIII of the new Code.

The opportunity was also taken to embody the relevant provisions of the following International Labour Organisation Conventions which have been applied to Nigeria.

The Contracts of Employment (Indigenous Workers) Convention, 1939.

The Recruiting of Indigenous Workers Convention, 1936.

The Child-birth Convention, 1919.

The Night Work (Women) Conventions, 1919 and 1934.

The Underground Work (Women) Convention, 1935.

The Minimum Age (Industry) Conventions, 1919 and 1937.

The Minimum Age (Sea) Conventions, 1920 and 1936.

The Minimum Age (Trimmers and Stokers) Convention, 1921.

The Labour Code Ordinance has since been amended in certain minor respects by the Labour Code (Amendment) Ordinance, 1946 (No. 8 of 1946), and by the Labour Code (Amendment) (No. 2) Ordinance, 1946 (No. 30 of 1946), which empowers the Governor in Council to make regulations regarding the supply to employees of a daily ration of grain or other foodstuffs.

Legislation setting up wage-fixing machinery (Labour Advisory Boards) and providing for the registration of industrial workers was already in force—Ordinance No. 40 of 1943. This has been substantially re-enacted by the new Code, with the addition of provisions for the registration of employers.

Chapters IX and X of the Code deal with the employment of women and young persons respectively.

No Trade Union legislation has been produced during the year under review; the Ordinance in force is No. 44 of 1938.

The following Orders-in-Council were promulgated during the year as a result of the recommendations of the various Labour Advisory Boards. The practice is to produce them in pairs, the former dealing with conditions of employment and the latter with minimum wages:

Nos. 25 and 26 of 1946.—Industrial Workers in the rubber plantations of the Benin Province.

Nos. 32 and 33 of 1946.—The Printing Trade and Allied Trades and Occupations.

There is at present no factory legislation in Nigeria, since there is no adequate machinery for its enforcement. It is hoped to obtain the services of experienced Factory Inspectors during 1947.

There exists a Workmen's Compensation Ordinance (No. 51 of 1941); it is beginning to present certain unsatisfactory features, and it is hoped that in the not distant future it will be possible to obtain the services of an expert to draft a model ordinance suitable for use in all four West African Colonies. There is as yet no legislation in regard to social insurance and sickness and old age benefits; its introduction would be premature, having regard to the general stage of development of Nigeria; its enforcement and administration would present an extremely formidable task.

Chapter III: Public Finance and Taxation

REVENUE AND EXPENDITURE

Comparative Statements of Nigerian Revenue and Expenditure are published monthly in the *Nigeria Gazette*. In 1938–39 Revenue amounted to some £6 million and Expenditure to some £7 million. The cost of public services has increased considerably in recent years, and this has been met by increases in rates of direct and indirect taxation. Revenue and Expenditure during 1945–46 reached £12,851,118 and £10,468,696 respectively (see Appendix E).

In 1945–46 Customs, Excise and Export Duties provided 44 per cent. of the Revenue, and Direct Taxes 26 per cent. Both these items showed increases throughout the war years (see Appendix F). Interest, largely contributed by the Railway in respect of Capital Works Expenditure financed

from Nigerian Loan and General Funds, provided 9 per cent. of the revenue, the balance being made up of such items as Licences, Mining Royalties, Fees of Court or Office and Earnings of Government Departments. A useful adjunct to revenue was the Nigerian share of the profits of the West African Currency Board, amounting to £242,654 in 1945-46.

Expenditure on certain public services in recent years is shown in Appendix G. £349,310 was received from the Imperial Government for development schemes under the Colonial Development and Welfare Act in 1945-46.

PUBLIC DEBT

All Nigerian loans, other than the Local Loan recently floated, are quoted on the London Stock Exchange. Those outstanding at 31st December, 1946, are listed in the following table:—

<i>Amount Outstanding</i>			<i>Description of Stock</i>		
	£				
1. . .	6,363,226	Nigeria 6%	Inscribed Stock	1949-79	
2. . .	4,263,373	„ 5%	„ „	1950-60	
3. . .	4,188,000	„ 3%	„ „	1955	
4. . .	5,700,000	„ 4%	„ „	1963	
5. . .	300,000	„ 3¼%	Registered „	1956-61	
6. . .	4,250,000	„ 5%	Inscribed „	1947-57	

Early in 1947 the Nigeria 5 per cent. Loan 1947-57 of £4,250,000 reached maturity. It was decided to redeem this loan at the earliest opportunity, in order to take advantage of the favourable conditions then obtaining on the London Money Market. £3 millions were accordingly redeemed, the remaining £1,250,000 being converted at the rate 99 with interest at 2½ per cent. redeemable in 1966-71. This conversion rate represents the cheapest Nigerian loan ever raised.

The flotation of the first Nigerian Local Loan took place on the 16th September, 1946. The issue of £300,000 3¼ per cent. Registered Stock 1945-61 at a discount of 2 per cent. met with an immediate response, and was over-subscribed on the first day. 323 applications, totalling £849,250, were received, as follows:—

93	Individual Africans	£51,430
57	Individual Europeans	47,460
7	Banks and Commercial Interests	210,150
88	Co-operative and Thrift Societies and Clubs	171,260
77	Native Administrations	348,950
1	Government Interest	20,000
<hr/>		<hr/>
323		£849,250
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Allotments were made in full to individual applicants, Co-operative and Thrift Societies and those undertakings the capital of which is held predominantly by Nigerians. The balance of the issue was allotted to Native Administrations, and represented about 40 per cent. of the amount applied for by those Administrations.

The annual charges for the service of the Public Debt on account of

Interest and Statutory Sinking Funds in the year 1945-46 amounted to £1,384,875, roughly 13 per cent. of total expenditure.

ASSETS AND LIABILITIES

The Balance Sheet of Nigeria as at 31st March, 1946, showed an excess of Assets over Liabilities of £7,244,549 and also a Reserve Fund of £1,500,000 and a Supplementary Sinking Fund of £2,472,930.

DIRECT TAXATION

Two forms of direct taxation are in force: viz., income tax and general tax. The Income Tax Ordinance provides for non-natives throughout Nigeria, and natives in the township of Lagos, to pay a graduated income tax; and for all companies to pay a flat rate. The individual rates imposed by the Income Tax Ordinance of 1943 were increased by 50 per cent. at the 1946 Budget Session of the Legislative Council, which at the same time raised the tax on companies from 5s. to 7s. 6d. in the pound, and are now as follows:—

<i>Chargeable Income</i>				<i>Rate of Tax</i>		
				£	s.	d.
For every pound of the first	£200	.	.	.		4½
„ „ „ next	£200	.	.	.		9
„ „ „ „	£200	.	.	.	1	1½
„ „ „ „	£200	.	.	.	1	6
„ „ „ „	£400	.	.	.	3	0
„ „ „ „	£800	.	.	.	4	6
„ „ „ „	£1,000	.	.	.	6	0
„ „ „ „	£1,000	.	.	.	7	6
„ „ „ „	£1,000	.	.	.	9	0
„ „ „ „	£5,000	.	.	.	11	3
„ „ exceeding	£10,000	.	.	.	15	0

There are special rates for incomes which do not exceed £50.

In 1945-46 the average assessment was:—

European Officials	£14·5
European Non-Officials	55·6
Syrians and Asiatics.	63·4
African Members of Professions and Prominent Citizens	13·3

The yield from income tax has increased progressively since its introduction in 1940:—

Revenue Derived from Income Tax :
Individuals and Companies

	£
1939-40	99,141
1940-41	280,737
1941-42	565,805
1942-43	864,421
1943-44	1,517,283
1944-45	1,370,714
1945-46	2,496,644

Natives outside the Township of Lagos pay the General Tax in accordance with various forms of assessment. Political, social and economic conditions prevailing in each locality are so diverse that a variety of methods is unavoidable, ranging from the individual assessment of wealthy traders in large towns to a flat rate in backward areas.

There are in the Northern Provinces seven main methods of assessing general tax :—

- (i) *Locally Distributed Income Tax.* This is the most general method, being applied to perhaps nine-tenths of the population. The unit of assessment is the village. As and when opportunity offers, Administrative Officers prepare detailed Assessment Reports, based on a close investigation of selected areas, in respect of the average yield per acre cultivated, market price of produce, annual value of livestock and earning capacity of tradesmen and craftsmen. A total income for the unit is computed from these statistics, and a certain percentage (not exceeding 10 per cent.) is fixed as the total tax payable by a unit. The village Head is informed of the total tax assessment of his area, and apportions it, in consultation with his council of elders, according to the ability to pay of individual taxpayers. (This method of apportionment is, of course, very similar to the method followed for centuries in England, when the cost of services and works of local benefit had to be collected from the people.)
- (ii) *Poll Tax.* In some backward areas, where the village Headman is not equal to the responsible task of apportioning a total as between individual taxpayers, and where the differences in individual wealth are small, a flat rate is payable by every taxpayer.
- (iii) *Tax on Ascertainable Incomes.* The employees of Government, the Native Authorities and commercial firms who have definitely ascertainable incomes are assessed at the rate of 4*d.* in the pound up to £72 and 6*d.* in the pound on that portion of their income over £72 per annum.
- (iv) *Wealthy Traders Tax.* In all large towns a number of well-known wealthy traders are excluded from the ordinary census made for the purpose of assessing tax by method (i). Examination is made of the wealth of these individuals from year to year, and their tax is individually assessed. The income of these traders, who do not keep books of account, is by no means easily ascertainable, and it is for this reason that they are not classed for assessment under method (iii).
- (v) *Mines Labour Tax.* In mining areas where there is a large and to some extent shifting labour force, a tax of 4*d.* a month is payable by employees on wages of up to 4*s.* a week ; a tax of 6*d.* a month is payable by tributers and by employees on wages over 4*s.* but not exceeding 7*s.* a week ; clerks, artisans and headmen whose wages are more than 7*s.* a week are assessed under method (iii). This tax is collected by the mining company's paymaster at the time the labour is paid and is remitted by him to the District Head concerned.

- (vi) *Strangers Tax*. In areas where community assessments are made by method (i), strangers or immigrants not included in the annual census are assessed by the District or Village Head concerned according to their apparent wealth, the tax payable by them being additional to the amount of the original community assessment. In the areas in which (ii) is employed, they pay the poll tax.
- (vii) *Land Revenue Tax*. This is based on a detailed assessment of the average productivity per acre in each revenue survey district. Up to date it has only been applied to five densely populated districts in the neighbourhood of Kano City.

In the Western Provinces quite different arrangements prevail; there are no community assessments, and broadly the system is one combining a flat rate with an income tax. The following types of tax are at present levied:—

- (a) Flat Rate.
 - (b) Income Tax Rate.
 - (c) Trade Taxes.
 - (d) Tax on unearned incomes.
- } Levied in the Oyo and Ijebu Provinces only.

The rates at which the flat rate is chargeable vary from 7s. (Abeokuta Province) to 10s. (certain areas of Ondo Province). This is chargeable on income below a certain maximum (£24–£30), and is payable by all adult males. In Abeokuta and Ijebu Provinces, in addition, a flat rate tax of 3s. is levied on all adult females. Income tax is payable by adult males whose incomes exceed the maximum at which flat rates cease to be payable.

The trade taxes still in force in the Oyo and Ijebu Provinces are payable, in addition to the flat rate, by persons engaged in certain trades—*e.g.*, blacksmiths, goldsmiths, cattle-dealers, etc. Rates differ as between trades. These taxes are now somewhat anomalous, and in practice, especially in Ibadan, have almost ceased to exist, since all tradesmen who are assessed for income tax are exempted from the trade tax. In the Oyo and Ijebu Provinces there is also levied a tax of 5 per cent. and 2½ per cent. respectively on unearned income—that is, income derived from rents, securities, etc.—such incomes not being included in the income under which the individual is assessed to pay tax.

The methods of assessment are not uniform in detail throughout the Western Provinces, but the same principles apply everywhere, and the system may be briefly described as follows:—

- (a) Nominal rolls of all taxpayers are prepared and retained in the Native Administration Tax Office. These are revised annually, and it is the duty of village and quarter Heads to ensure that all the amendments are notified. The nominal rolls form the basis for computing the amount of flat rate of tax payable by each quarter or village.
- (b) Assessment committees are appointed for each town or village group, and are responsible for assessing individuals liable under income-tax rates. A return of income is demanded from each

individual, and forms the basis for assessment. Assessment committees also make such inquiries as they think fit regarding the traders, contractors and others not directly employed who carry on independent businesses.

In the Eastern Provinces the system of assessment is similar to that in the Western Provinces, to the extent that there are no community assessments and the flat rate and income tax are the two methods by which the Direct Taxation Ordinance is applied. The great majority of taxpayers pay a flat rate. In recent years, however, increasing emphasis has been laid on the need for progressive improvement in the number and accuracy of assessments on ascertained annual incomes. In making these individual assessments, the general practice is for assessment committees of the Native Authorities to furnish to the District Officer a list of persons whom they consider to be in receipt of ascertainable incomes which justify a rate greater than the flat rate. Only in rare cases has it become the practice to call for written returns of income, and ascertainment of income and assessment proceed in accordance with such methods as commend themselves to the tax collection authorities or their assessment committees.

An interesting experiment is being made in certain areas with the object of relating the tax payable more closely to the means of individual taxpayers. It is based on the assumption that there are a large number of taxpayers whose incomes, though unascertainable on a strictly individual basis, would enable them to pay more than the basic rates assessed for their communities. The intention is to apply a scale which will proceed by intervals of, say, 1s., to a maximum above which there would be individual assessments, and to group the taxpayers accordingly. This places on the Native Authorities the important responsibility of distinguishing between the various levels of prosperity among those who at present pay a uniform flat rate. This experiment is being tried in a few areas of the Cameroons and Onitsha Provinces.

Collection of Direct Tax.

The main fact to be noted about the collection of direct tax is that the Native Authorities of Nigeria constitute the machinery for collection. The chain of authority characteristic of the Northern system of native administration, and the fact that the most usual procedure is that of community assessment, make the collection of tax in the North a relatively simple and straightforward process. In the Eastern Provinces the normal method of ensuring that each taxable male pays his tax is for the Native Authority to require the tax collectors, who in the majority of cases are the persons whom each family puts forward as its representative for this purpose, to furnish a nominal roll of all taxable males in the family or other unit. These nominal rolls are checked by the Native Administration staff and submitted for the District Officer's approval, inquiries being made, often by a committee of the Native Authority appointed for the purpose, in cases where there is reason to suspect inaccuracies. When the rate is settled, the tax collector receives a demand note signed by the District Officer requiring him to collect from a specified number of persons the tax at the basic rate. The collector is then under the duty to collect

and receive from each man on his roll and to give him a numbered receipt. It is normally the practice to add to the demand note the details of individual assessments of tax on the ascertained incomes within the family or other unit for which the collector is appointed. The arrangements in the Western Provinces for the collection of the flat rate tax are similar, though the collectors appointed by the collection authority are usually members of that authority. In the case of tax on individually assessed incomes, demand notes are issued to each individual liable to pay, and he then pays direct to the Native Administration tax office or to the local tax clerk. In certain districts—*e.g.*, Abeokuta and Ibadan—income tax may be paid by instalments.

Jangali, a capitation tax on cattle belonging to nomad herdsmen, is levied almost entirely in the Northern Provinces.

The Native direct taxes are shared between the Government and the Native Administrations. The actual amounts collected during 1945-46 were :—

N.A. Share Northern Provinces	£1,477,760
N.A. Share Eastern Provinces	315,984
N.A. Share Western Provinces	311,756
N.A. Share Colony	11,041
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Total N.A. Share	2,116,541
Government Share	823,189
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Total General Tax and Jangali	£2,939,730

Customs Tariff (Summarised).

The first schedule to the Customs Ordinance enumerates articles under thirty-one headings on which import duties are imposed. Examples of the duties in force at 31st December, 1946, are :—

Wearing apparel	16 $\frac{2}{3}$ per cent. <i>ad valorem</i> or specific rates.
Bicycles	12s. 6d. each.
Clocks and watches	1s. 3d. each or 16 $\frac{2}{3}$ per cent. <i>ad valorem</i> .
Motor cars	£6 5s. each.
Motor spirit	10d. the gallon.
Toilet preparations	66 $\frac{2}{3}$ per cent. <i>ad valorem</i> .
Provisions	16 $\frac{2}{3}$ per cent. <i>ad valorem</i> or specific rates.
Brandy, gin, rum and whiskey	£3 5s. the gallon.
Other spirits	„ „ or 66 $\frac{2}{3}$ per cent. <i>ad valorem</i> .
Tobacco—unmanufactured . .	4s. the pound.
Cigars	10s. the hundred.
Cigarettes	£3 the hundred or £1 17s. 6d. the pound.

Exemptions from import duties include advertising matter, aircraft, goods imported by the British Overseas Airways Corporation and similar corporations and for the service of Government Departments and Native Administrations, mosquito nets and agricultural, mining and water-boring machinery. Three-quarters of Nigerian import duty received is derived from tobacco, salt, spirits, piece goods and petroleum products.

Export Duties.

There are export duties on :—

Cocoa	£2 2s. per ton.
Palm-kernel oil	£2 per ton.
Palm kernels	10s. 6d. per ton.
Palm oil	11s. 6d. per ton.
Tin	1s. 6d. per ton.
Fresh bananas.	3d. per count bunch.
Dry bananas	2d. per 10 lb.
Cattle hides	4s. per ton.
Goat- and sheep-skins	12s. 6d. per ton.
Groundnuts	10s. per ton.
Raw rubber	2d. per lb.

Excise Duties.

These are levied on locally manufactured cigarettes.

Licences and Stamp Duties.

The revenue derived from licences and stamp duties in the year 1945-46 was as follows :—

Licences : Arms and ammunition	£3,422
Boat and canoe	1,017
Forestry—General	317
Game	253
Goldsmiths and gold dealers	1,186
Liquor	5,141
Motor vehicles and drivers	116,494
Storage of petroleum	758
Wireless	571
Unclassified	2,291
Stamp Duties	19,888
	<hr/>
	£151,338

Estate Duty.

There is no estate duty in Nigeria, but *pro rata* charges are payable to the Administrator-General in respect of estates administered by him. Revenue derived from this source in the year 1945-46 amounted to £974.

Chapter IV : Currency and Banking

The currency in circulation is a West African currency issued by the West African Currency Board in London on behalf of the four West African Colonies—Nigeria, Gold Coast, Sierra Leone and Gambia. It consists of notes of twenty shillings and ten shillings; yellow metal alloy coins of two shillings, one shilling, and six pence; nickel coins of three

pence, one penny, halfpenny and tenth penny. Notes and alloy coin are legal tender for any amount; nickel coins are legal tender for amounts up to one shilling. The currency is interchangeable with sterling at par (subject to remittance charges). Currency is issued to the Bank of British West Africa or Barclays Bank (Dominion Colonial and Overseas) as required against payment to the West African Currency Board in London or against deposit of currency of equivalent value with the agents of the West African Currency Board in one of the other West African Colonies.

The following statement shows the currency circulation in Nigeria during the eight years ended 31st March, 1946:—

		<i>Notes</i>	<i>Alloy coin</i>	<i>Nickel coin</i>	<i>Total</i>
31st March, 1939	.	250,000	4,732,894	873,643	5,856,537
„ 1940	.	228,600	4,289,392	1,030,984	5,548,976
„ 1941	.	287,558	4,588,590	1,183,557	6,059,705
„ 1942	.	529,773	5,483,195	1,439,873	7,452,841
„ 1943	.	1,440,851	8,377,909	1,590,333	11,409,093
„ 1944	.	1,606,364	10,151,844	1,755,764	13,513,972
„ 1945	.	2,276,198	11,207,947	1,901,964	15,386,109
„ 1946	.	3,213,927	12,863,442	2,062,416	18,139,785

The increases in circulation recorded above may be attributed generally to continued rise of the price levels of primary products of the country, to the substantial increase in wage levels and to a general shortage of consumer goods.

A feature of the circulation figures is the small proportion of notes in circulation. This is due to a general dislike of notes, especially in the less developed parts of the country, owing to their vulnerability to damage from fire and termites. The note circulation is, however, increasing, the proportion of notes to other currency having increased from 4·3 per cent. in 1939 to 17·7 per cent. in 1947.

“Manillas”, tokens of horse-shoe shape, are in circulation as currency in certain parts of the country—mainly in Calabar and Owerri Provinces. Estimates of the number of manillas in circulation vary from 15 to 40 million, while exchange rates varying from eighteen to seven to the shilling have been reported. The redemption of these manillas is under consideration.

The banks operating in Nigeria are as follows:—

Bank of British West Africa, Limited.

Branches at Lagos (2), Abeokuta, Calabar, Enugu, Ibadan, Jos, Kaduna, Kano, Maiduguri, Onitsha, Oshogbo, Port Harcourt, Sapele and Zaria.

Barclays Bank (Dominion Colonial and Overseas).

Branches at Lagos, Ibadan, Ijebu-Ode, Jos, Kano, Port Harcourt, Victoria and Zaria.

National Bank of Nigeria Limited.

Branches at Lagos, Agege, Abeokuta, Ibadan and Kano.

The two first named are incorporated in London, the last named being incorporated in Nigeria.

There is a Post Office Savings Bank organised on the same lines as the corresponding institution in the United Kingdom. Its operations are widespread throughout the country, savings bank business being transacted at 124 post offices. There has been a steady expansion of its activities during recent years as shown below:—

		<i>No. of Depositors *</i>	<i>Total Deposits</i>
31st March, 1939	. . .	41,737	£185,183
„ 1940	. . .	49,200	209,749
„ 1941	. . .	49,658	254,730
„ 1942	. . .	54,320	365,671
„ 1943	. . .	64,814	604,483
„ 1944	. . .	71,397	879,119
„ 1945	. . .	84,130	1,184,823
„ 1946	. . .	98,184	1,697,462
31st December, 1946	. . .	103,000	1,937,000 (approx.)

* Excluding dormant accounts.

Chapter V : Commerce

A sound measure of Nigeria's economic health lies in the expanding figures of overseas trade. The total value of both imports and domestic exports in 1946 were the highest ever recorded in the history of the Territory. Imports rose from £13,583,118 in 1945 to £20,106,821, these figures excluding imports of specie, etc., which showed an increase from £2,334,744 to £5,172,332. This was despite the interruption of trade contacts and the continuing difficult position in regard to both shipping and internal transport facilities. It was found necessary to retain many forms of control, such as import and export licensing and exchange control, which had their origin in the stress of war. Far from exercising a restrictive influence, however, by mitigating the effects of short-term and speculative markets and of violent price fluctuations, these controls have contributed to the steady expansion of trade. An indication of the extent of commercial development is afforded by the fact that during the year thirty-one limited companies were formed and 1,379 private businesses were registered under the Business Names Ordinances, as compared with twenty-four and 741 respectively during 1945.

The newly-established Department of Commerce and Industries has started well in stimulating this expansion of overseas trade. The interruption of normal trade channels during the war years brought about what may well prove to be long-term changes in the scope and direction of Nigeria's commerce. One natural result of war-time conditions was the increased share of both Nigerian imports and exports enjoyed by the United Kingdom, and this trend continued during 1946, when the United Kingdom supplied 63·2 per cent. of Nigeria's imports of merchandise and took 77·4 per cent. of her exports, as against the respective 1945 figures of 59·36 per cent. and 71·45 per cent. Important factors in this situation were, of course, the temporary elimination of Germany during the war from the

field of international competition and the marked decline in the United States of America's share of Nigeria's import trade, due partly to delays in the United States' return to peace-time standards of production and partly to the harsh but unavoidable necessities of Exchange Control.

Total imports exceeded exports for the first time since 1923, though it should not be overlooked that total imports included over £5 million worth of specie. Cotton piece-goods valued at £5,921,284 (£5,085,789) accounted for only 29·4 (41·4 per cent.) of total imports, and the quantity imported, 84,077,157 (82,635,122) square yards, was disappointing, and considerably below the normal level before the war. Values for other important items of import trade were: corrugated iron sheets, £70,683 (£191,395); motor vehicles and parts, £718,225 (£105,223); salt, £513,377 (£405,456); unmanufactured tobacco, £639,716 (£359,545); cigarettes, £367,364 (£253,387); bicycles, £246,606 (£27,561); produce bags, £531,015 (£386,731); kerosene, £307,943 (£122,369); singlets, £38,246 (£35,418); cotton yarn, £82,326 (£54,172); matches, £191,770 (£32,611); lamps and lanterns, £27,674 (£3,696). The figures given in parentheses represent the corresponding figures for 1945 in each case.

Although many important articles of import trade, such as textiles and building materials, remained in very short supply, there was some improvement in the general supply position, and it was possible during the year to dispense with the system of bulk indenting by Government on behalf of commercial importers and to reduce the number of commodities subject to such programmes from over 130 to seventeen items comprised of certain foodstuffs, jute manufactures and fertilisers. As a consequence of the extension of open general import licences to cover several classes of goods from sterling areas, and by the issue of quota licences applicable to "soft-currency" countries, covering a similar range of commodities, participation in the import trade was made much easier, particularly for small African firms, many of which had discontinued operations during the war.

The volume of exports was, in general, well maintained. Their evacuation continued to be hampered by inadequate internal transport facilities, particularly rolling-stock, and to a lesser degree by shortage of shipping space. Owing to a general rise in prices for produce, their value was considerably greater than in previous years. Following on a good farming season, exports of ground-nuts reached the figure of 285,668 tons, valued at £5,675,416, as against 176,242 tons in 1945, valued at £2,692,439. For the first time in Nigeria's commercial history, these figures exceeded both in volume and in value exports of palm kernels, which amounted to 277,242 tons, valued at £4,160,262, compared with the 1945 figures of 292,588 tons, valued at £3,476,464. Exports of palm oil similarly declined in volume to 100,894 tons, valued at £2,050,855, compared with the 1945 figures of 114,199 tons, valued at £1,894,005. The continuing effect of the propaganda employed during the war for increased production of rubber resulted in record exports of 25,642,711 lb., worth £1,403,795. This compared with 23,132,369 lb., valued at £1,197,845, in 1945, and was approximately five times the average annual volume for the pre-war years 1934-38. Exports of cocoa and cotton also increased. In the case of cocoa this increase was to 100,186 tons, valued at £3,778,507, from 77,004 tons in 1945, valued at £2,150,376. In the case of cotton

the corresponding figures were 148,108 bales, worth £406,727, as against 23,273 bales, worth £63,601. Exports of tin were lower than the high levels attained during the war, and further declined from 15,166 tons, valued at £3,823,599 in 1945, to 13,929 tons, valued at £2,860,998. With the stimulation of higher prices, and despite increased demand from local craftsmen, exports of hides and skins remained at a high level—the comparative figures for 1945 and 1946 being: raw hides, 69,149 and 60,664 cwt., valued at £199,009 and £289,962; untanned goatskins, 5,358,854 and 4,698,419 lb., valued at £516,478 and £686,973; untanned sheepskins, 1,091,834 and 1,390,723 lb., valued at £63,271 and £134,909. A particularly interesting feature has been the expansion in exports of reptile skins. This was over five times the average annual volume during the years 1937–39, prior to which separate records were not maintained.

The marketing of ground-nuts, palm produce, benniseed and cocoa continued to be effected through the West African Produce Control Board, and the benefits of orderly marketing and stable prices are generally appreciated. Similar advantages have been derived from the fact of His Majesty's Government being the sole purchaser through normal commercial channels in the case of other produce—namely, hides, cotton lint, cotton seed, copra, castor seed, shea-nuts and soya beans. The position of the Timber Control Department of the Board of Trade as the chief customer of the large shippers has also exerted a steadying influence on the prices of timber. During the first six months of the year, until the breakdown of the International Hides and Leather Committee, similar conditions obtained in the marketing of goatskins, but during the latter part of the year shipment was subject to periodic hold-ups by shippers in expectation of increased prices. Throughout the year all rubber exported was purchased by the Board of Trade at fixed prices, but measures were taken, by amending the export and grading regulations, to prepare for the resumption of free export. The full effect of the change in the marketing conditions was not felt during 1946, but it was clear that there would be a steep fall in prices offered to the producers.

By very much the greater part of the country's export produce, approximately 90 per cent. of the total value, was subject to control either over marketing or over the destinations to which it might be exported. Many of these controls have proved sufficiently flexible to permit the participation of newly established firms, who have also taken a considerable part in the export of minor produce, such as piassava, capsicums, ginger, gum, horns, hooves and bones.

Import and export licensing, together with the requirements of exchange control and the shortage of coastal shipping during the war, put great difficulties in the way of trade between the various colonial territories of West Africa. Many items which feature prominently in this trade, such as local foodstuffs and imported goods, are in the interests of the local supply situation necessarily retained in the country. The import and export of as many commodities as possible have been authorised by the publication of open general licences applicable to the sterling area, while regulation of petty trade, in which currency plays little or no part, with neighbouring French territories and with Fernando Po is delegated to the Residents of the Provinces concerned.

During the war the development of internal trade has been greatly

accelerated, a process which continued during the past year. Shortage of rolling-stock, however, and the necessity of giving priority to the evacuation of export produce, have continued to cause a degree of dislocation in the free movement of goods, while orders have been necessary from time to time restricting the movement of foodstuffs and merchandise. These are under constant review, and have been dispensed with wherever possible. Nevertheless, much remains to be done to bring internal marketing up to the standard of efficiency reached in the marketing of export produce. In particular, the distribution of foodstuffs to the larger towns is not fully satisfactory, and scope for increasing enterprise lies in this field, and also in dealing in commodities such as timber, distribution of which is at present largely carried on in a somewhat hand-to-mouth manner.

An important undertaking during the past year has been the disposal of surplus Navy, Army and Air Force stores in Nigeria, and also of stores belonging to the United States' Army. Government Departments were given first refusal of all surpluses, which included water-craft, electrical equipment, medical stores, foodstuffs, tools, cloth and motor vehicles. Sales to the general public have been effected by auction and by tender, and have constituted an important augmentation of imports, particularly in the case of heavy capital equipment, import of which from current production through commercial channels involves long delays. The work was carried out by a section of the Supply Branch pending the arrival of a team of disposal officers from the United Kingdom. It is expected that the total proceeds of these sales will be in the region of £750,000, of which amount some £200,000 were realised during 1946.

Chapter VI: Production

PRINCIPAL AGRICULTURAL PRODUCTS

Local Food Crops.

Whilst valuable surpluses are available for export—notably palm kernels and palm oil from the Southern Provinces, ground-nuts and benniseed from the North and cotton from both areas, and the cultivation of cocoa and rubber is undertaken in the Southern Provinces solely for export—the production of foodstuffs for local consumption is still the most important part of Nigerian agriculture. The main food crops in the Southern Provinces are yams (partly consumed as yam flour), cassava (part used as “gari” or farina), coco-yam, maize and rice, various species of legumes (cowpeas, pigeon peas, lima beans), fruit, especially oranges, bananas and plantains, and palm oil. In the Northern Provinces with a shorter rainfall root crops are less important and cereals are the staple food: guinea corn, maize, millet and rice, and ground-nuts, beans and cassava. In the middle belt of the country most of these grain and root crops are grown; this is essentially a food-producing area with surpluses—notably of yams—for export to other areas, particularly to those parts of the Eastern Provinces which through low fertility and over-population are not self-supporting, and there is little preoccupation with export crops except benniseed, which is also widely used as a local foodstuff.

Livestock.

Stock-raising is largely confined to the Northern Provinces. Large numbers of cattle of the Zebu type, as well as sheep and goats, are raised on a nomadic pastoral system, and exported in large numbers to the Southern Provinces, where, owing to the prevalence of tsetse, cattle-raising on an economic scale has not yet been found possible. Considerable numbers of sheep and goats, both small breeds, are raised in the Southern Provinces, practically every farm having a small flock, and the total meat production, though impossible of accurate assessment, must be considerable. Poultry similarly are present on every farm, but, as in the case of goats and sheep, no attention is paid to breeding, management or feeding, and production is therefore wasteful.

Ground-nuts.

As in the case of other vegetable seeds and oils, every effort was made to encourage maximum production, and a considerably increased acreage was planted, and early promise of a record crop harvest looks like being fulfilled, despite heavy rains late in the season which caused water-logging and lowered the average yield over wide areas. Shortage of shipping and rail transport caused delay in evacuation of last year's crop of 300,000 tons; storage capacity at the buying centres was over-taxed, and stacking in pyramids in the open under tarpaulins had to be resorted to. Although there was increased damage from insect infestation, losses were much less serious than had been anticipated, less than 1 per cent. of these stocks having deteriorated.

Palm Oil.

Although, owing to evacuation difficulties, exports of palm oil during 1946 were lower than in 1945, production improved, owing largely to an improved supply of consumer goods and a rise in price. Supplies of high-grade oil hitherto required for the military became available to the market. Among imported articles, the supply of bicycles is of considerable direct importance to the palm-oil trade; these are widely used by the small traders of the Eastern Provinces—the main producing area—for transporting oil from the small “bush” markets to the larger buying centres. The quality of the oil exported continued to show improvement in quality, over 60 per cent. being Grade I (*i.e.*, with less than 9 per cent. F.F.A. contents).

Palm Kernels.

As in the case of palm oil, increased attention was given to production, particularly towards the end of the year, and the export output at 306,000 tons showed an increase of 7,000 tons over last year. Here again, however, evacuation difficulties caused a fall in the tonnage it was possible to export during the year.

Cotton.

In the Northern Provinces the prolonged wet season, noted above as detrimental to the ground-nut crop, benefited the cotton crop, the success of which depends largely on good rains in October. A good crop is anticipated, and, after allowing for increased local consumption to offset

shortage of imported cloth, the surplus available for export should be considerably in excess of that of last year. A feature which gives rise to some concern is the appearance of the Pink Boll-worm on a considerable scale. Steps are being taken to control the pest. In the Western Provinces, where the crop is relatively of less importance, the growing conditions were most unfavourable, owing to shortage of rain at time of sowing and a prolonged drought later in the season, and the crop is likely to be a poor one, most of which will probably be absorbed for local weaving.

Cocoa.

Production showed an increase over last season in spite of the effects of the severe drought, which caused a reduction in the average size of beans. Under the incentive of higher prices there was a general improvement in the standard of maintenance of cocoa farms, the effect of which, if continued, should be reflected later in higher yields. In the inspection and grading of the crop difficulty was experienced in ensuring the proper standards of quality for export, owing largely to the undesirable practice of withholding inferior light-crop cocoa for mixing with the higher-priced main crop.

Rubber.

The production of plantation rubber continues to increase due to new plantings coming into bearing. Collection and export of wild rubbers have now been discontinued, as there is no longer a demand for these types.

Rice.

This crop suffered badly from the vagaries of the weather. In the Niger-Ilori area and in the areas farther south the crop was about half normal due to drought, while in the Sokoto area in the North damage was caused by excessive flooding.

PRODUCTION METHODS

Production of agricultural products in Nigeria both for local consumption and for export is almost exclusively carried out by small peasant farmers, small holdings being usually worked individually by the farmer and his family, using hand labour. Similarly, processing of the products is still carried out by hand labour, the amount processed by machinery being relatively small, though the tendency to change over to machines is significant in some cases, and may rapidly develop under the pressure of increasing labour costs. Cultural methods and standards vary widely from area to area, but generally are well adapted to local crops and conditions where the supply of land is adequate. But these systems have been based originally on the availability of unlimited reserves of land when long natural fallows could be depended on for restoring fertility. With increase of population, and consequent reduction in size of farms necessitating a more intensive form of farming, the weaknesses of these traditional systems of farming—particularly the lack of manuring and inattention to the dangers of erosion—become apparent. Sooner or later they lead to loss of fertility, and in the final outcome to most serious soil

deterioration, such as has already taken place in large areas of the Eastern Provinces and in the Plateau Province in the North. In a country so largely dependent on agricultural products the rising standard of living exerts a similar pressure on the land, demanding a higher output than is possible with present methods. The activities of the Agricultural Department have always been directed to increasing productive capacity based on the fundamental principle of safeguarding the soil fertility, on which the whole prosperity of the country depends.

FACTORS AFFECTING PRODUCTION

Although many of the war-time problems and difficulties of the past six years have been removed, production is still affected by transport difficulties and shortage of certain imported goods. Production of food-stuffs for local consumption has been largely relieved of the necessity of providing supplies to the Services, demands which had had a dislocating effect out of proportion to their actual volume. Food supplies have been adequate throughout the country, in spite of the unusual farming season, which at one time threatened to be a poor one over wide areas. In the extreme North there were many heavy rains—in some places the heaviest precipitation on record; widespread flooding of farm-land was general in August and September, which reduced earlier promise of bumper harvests. In the middle belt and Southern Provinces, however, a partial drought threatened to imperil food supplies—an unusual danger in the area—but conditions improved later in the season, and most crops recovered to a remarkable degree, the only notable exception being rice.

Relieved of preoccupation with war-time production, the Agricultural Department is beginning to be able to devote more attention to research on the many outstanding problems connected with improvement of crops, both of local and export value, soil fertility and animal husbandry, and particularly to extension work among farmers for encouraging the application of these results in the field. In addition to development of existing work, reference to some aspects of which has been made in preceding paragraphs, it was found possible to make a start with projects financed from the Colonial Development and Welfare Fund. In the Northern Provinces these include the establishment of new experimental farms at Yola and Maiduguri, and preliminary work in connection with an irrigation scheme in the Niger Province. In the Southern Provinces they include the opening of a stock-farm near Oyo for the multiplication of N'dama cattle and for a poultry-breeding centre, development of the Oil Palm Research Station near Benin and experiments with lime and artificial manures in the Eastern Provinces.

FORESTRY

Sawn timber taken under Forestry Permit amounted to 3,007,000 cubic feet, as against 2,768,000 cubic feet in the previous year. Of this 1,113,300 cubic feet were produced by sawmills. Firewood taken under Forestry control amounted to 5,581,140 cubic feet, as against 6,424,170 cubic feet in the previous year, a decrease probably due to lessened military requirements. Of this, 1,509,200 cubic feet were produced from plantations. Log exports amounted to 1,848,000 cubic feet, and of the sawn

timber 550,000 cubic feet were exported. Two thousand tons of gum arabic, valued at £50,000, and £60,645 worth of wild animal and reptile skins were exported. The vast quantities of inferior timber, firewood, thatching grass and minor products of the forest which are taken free by right by the peasantry from farm and forest land cannot be estimated. Of the timbers which are most in use, the West African Mahoganies *Entandrophragma* and *Khaya*, Iroko *Chlorophora*, African Walnut *Lovoa*, Agba *Gossweilerodendron*, Obeche *Triplochiton*, Abura *Mitragyna*, Opepe *Sarcocephalus*, and Ekki the red Ironwood *Lophira*, may be mentioned.

Production for everyday requirements of fuel and minor forest products is almost entirely in the hands of the peasantry, who themselves individually collect what they require. Timber production for general petty use in Nigeria is sustained by the unorganised activities of pit-sawyers, working almost entirely on contract to middleman or consumer. The output of the sawmills is mainly absorbed by commercial, Government and Native Administration requirements. The firewood supplies for large towns are produced by African contractors employing their own labour.

The export trade is almost entirely in the hands of companies or individuals holding large timber concessions. These are predominantly European; a certain number of Africans hold concessions, but several of these are dependent upon the assistance of the European timber firms for the efficient management of the work and control of their labour. Concessions are granted by the African forest owners, but subject to the approval of the Governor and under working conditions laid down by the Forestry Department. These conditions now insist upon restriction of felling by area, which will provide for a sustained yield of timber in perpetuity from each group of forests. Concessions allowing extensive felling without restriction other than in size of tree felled will no longer be approved in permanent forests, and those already in force are gradually being brought under the new conditions of control by area. Special requirements of Departments of Government and of Native Administrations in fuel or timber are met by organised production schemes organised by the Forest Department, and worked through specially engaged petty contractors, employing their own labour. The Department has been greatly assisted in this exploitation work by the secondment of two Development Officers during the year.

An exceptionally small rainfall in the Southern Provinces during the wet season caused a great hold-up of logs in the floating-rivers. Coupled with the world demand for timber and the rash buying of almost any quality of timber for export, this caused local shortage, particularly in the Western Provinces.

FISHERIES

Fishing both in inland waters and in the sea is carried out exclusively by Nigerian fishermen and fisherwomen using nets and traps. The only type of fishing-boat employed is the dug-out canoe, paddled or sailed. All inland waters are heavily fished, and no effective conserving measures are employed. There is considerable variation in the productivity of inland waters, and certain areas, in spite of intensive fishing, give a consistently greater return than others. Fishing in the open sea is not extensively practised, the generally accepted reason being that, as there are

vast areas of sheltered waters and creeks, the coastal fishing-people prefer not to risk the hazards of the sea. The estuaries, of which there are twenty-three, are heavily fished, some, in spite of intensive fishing, giving consistently better results than others.

All fish cured are consumed locally, and the greater part of the catch is cured by heat and smoke, giving a product much appreciated by the people. The product is kept for some ten days only, and the demand for it is so great that a longer keeping quality is unnecessary. The demand for both fresh and smoked fish greatly exceeds the supply, and there is consequently no export of fish. On the contrary, there is a large import of dried unsalted fish and canned fish.

The total catch of fish in the Lagos area in 1946 was much below the annual catch of the two previous years. Fishermen attribute this to the shortage of rain during the year.

There are two forms of development of the fishing industry, the possibilities of which Government is considering. The first is fish-farming, on which exploratory work has continued at Lagos during the year, and which has been combined with a training-school for fishermen. The second is that of trawling. A small motor fishing-boat is being tried out in the inland waters, and it is intended to conduct further experiments with a full-sized sea-going trawler.

MINERALS

A summary of mining production is below. The principal products of mining were:—

Tin ore (cassiterite), 14,252 tons (2,240 lb.).

Columbium ore (columbite), 1,550 tons (2,240 lb.).

Gold, 5,547 oz. (troy).

Coal, 607,652 tons (2,240 lb.).

The cassiterite was produced by twenty-eight public limited companies incorporated in Britain, nine private limited companies incorporated in Nigeria, and the rest by partnerships and individuals. Approximately half the output was produced by one company. All the cassiterite was exported to Britain.

The columbite was a by-product of tin-mining. All was exported to the United States of America.

The gold was produced by partnerships and individuals. The larger limited companies are only now beginning to be interested in our gold prospects. 4,774 oz. were released for sale to licensed goldsmiths. The remainder was exported to the United Kingdom.

Coal-mining is a Government monopoly. Sixty per cent. of the coal produced is used on the Government railways of Nigeria, the Gold Coast and Sierra Leone.

The production of cassiterite reached a peak of 17,463 tons during 1943. The aftermath of the war effort affected the production in 1946, through shortage of staff and machinery and failure to maintain ore reserves.

The war peak production of columbite, 2,055 tons in 1944, was reached by the re-treatment of old dumps from tin-ore dressing plants. Few such untreated dumps are now available to supplement current production.

From April, 1943, to February, 1946, prospecting for gold was forbidden and mining gold was restricted. General prospecting for gold had not yet been permitted by the end of 1946.

Tin.

Nigeria's chief mineral product is tin ore, almost all of which is obtained from the mining of alluvial ground. The insignificant amount obtained from lodes and greisenised ground is by opencast working, as no stanniferous ore-body has been proved which justifies development for underground mining. Tin being an essential war mineral, production was forced to the greatest extent possible, and successive records were achieved. Prior to the war each producer had shipped all his tin ore to a smelter in Britain, but during the war the British Ministry of Supply bought all tin ore at Nigerian ports, and this practice continues. Before the war the industry was being rapidly mechanised. War checked mechanisation, which will proceed as machinery again becomes available.

The increased war output was obtained largely by manual labour. The labour force was increased from 44,000 in 1939 to 80,000 in 1943, since when it has been decreasing to 50,000 in 1946. Figures are given to the nearest 1,000. It will continue to decrease for several years. This sudden increase brought its problems, particularly with regard to food supply.

In dressing the concentrates from the mine paddocks to tin ore of shipping grade, columbite (ore of columbium) is separated as a by-product. The whole output has gone to the United States of America, where it is used for stainless ductile steels and welding. A market for this mineral had developed only a few years before the war, and there were large quantities in waste dumps. To meet the war demand from the United States these dumps were re-treated.

Gold.

From April, 1943, to February, 1946, the Nigeria (Restriction of Gold Mining) Regulations were in force, and prospecting for gold was prohibited and mining of gold was restricted. There is now no restriction on the mining of gold on titles granted, but resumption of general prospecting for gold has not yet been permitted. Consideration is being given to applications for special exclusive prospecting licences for gold, and four such applications have been approved. It is hoped that scientific prospecting will discover the larger ore occurrences, which need equipping on an extensive scale, and development of which would be hampered by fragmentary holdings.

Lead.

The present high price of lead and the associated metals zinc and silver is bringing applications to prospect old lead-mining areas, abandoned when the price of this metal was very low.

Coal.

Coal-mining is a Government monopoly. Mechanisation of the collieries continues, and output will increase as the carrying capacity of the railway improves. The average wage rate in coal-mining is already higher than in other forms of mining.

Mineral Oil.

There is a mineral-oil exploration licence over the whole of Nigeria granted to a British Company. Work was suspended during the war, but is to be resumed.

ANIMAL PRODUCTS

The principal products in which the Veterinary Department is directly interested are :—

(a) *Hides and Skins* for export chiefly, although a certain amount is retained in this country for local or “backyard” tanning purposes. A considerable trade in the production of locally made leather exists, although, unfortunately, in many cases the finished product leaves much to be desired, but attempts are being made to improve the local methods. With regard to the export of hides and skins, there has been a marked improvement shown in quality during the past few years. Inspectors (European and African) tour the countryside regularly, lecturing and demonstrating on the latest methods of flaying, drying, stretching, etc. Steady efforts are being made to improve the selection and grading methods employed, especially in outlying areas.

(b) *Meat.* The trade in slaughter stock is a lucrative one and its ramifications wide; the main flow of stock is from nomadic herds in the vast grazing areas of the North southwards to the central and southern belts, where, owing to tsetse and trypanosomiasis, livestock are few and far between, and the local populations suffer from a grave protein shortage. The majority of the cattle travel by road many hundreds of miles to their ultimate destination, passing through many hands en route, thus adding greatly to the cost, but a considerable number of fat stock are railed to the South, the higher price obtained in centres such as Lagos making it an economic proposition both to cattle-trader and butcher. From figures supplied by Control Posts, backed by the amount of hides and skins exported, it is estimated that annually over 900,000 cattle and 6,000,000 sheep and goats (mainly the latter) are slaughtered for food. From the nutritional point of view this trade in meat is a most valuable one, for the protein shortage is most marked in the areas in which the majority of the slaughter cattle finally end. As Nigeria is primarily an agricultural country, the relative importance of the livestock industry as an internal trade may be assessed if one considers that the ultimate annual turnover, expressed in terms of hard cash, of meat, milk, butter, and all animal products, is, at a conservative estimate, in the region of £10 million sterling. With a view to stimulating further expansion of this valuable trade, so as to encourage the African stock-raiser to improve the quality of his stock, and also to ensure that traders losses en route to markets are reduced to a minimum, stock routes are being surveyed, tsetse areas

demarcated, and, where possible, cleared, markets and stopping-places are being organised and, in short, every effort is being made to put the trade on a sound commercial footing.

Food-Production Scheme.

Owing to the sudden cessation of supplies of bacon, hams, butter and other dairy produce at the outbreak of war, this department embarked on a production scheme at Veterinary Headquarters, Vom, in an effort to fill the gaps thus caused. A small factory consisting of improvised equipment, housed in converted buildings, and run by veterinary staff who could be spared from time to time from other duties, was soon in production. At this factory butter, cheese, bacon, sausages, pickled pork, lard and clarified butter fat are produced, the total annual value of these products being over £30,000, most of which money goes back to the local African stock-owner. Now that the war is over, and pressing technical duties and research problems intimately connected with general developmental plans make it well-nigh impossible for this department to carry on indefinitely supervising food-production schemes, it has been agreed that this industry should be handed over in the near future to the Department of Commerce and Industries with a view to expanding its production rate and placing it on a commercial footing.

Diseases of Stock.

The main factor affecting the stock industry is the presence, or the threat of, epizootic diseases, which not only may cause heavy death rates, but also may preclude the free movement of stock throughout the country to markets and along recognised trade routes. The diseases which are the most serious from this point of view are undoubtedly rinderpest, pleuropneumonia and trypanosomiasis, although from the point of view of the stock-producer such diseases as black-quarter, anthrax, foot-and-mouth disease, etc., are of equal importance, owing to the toll they take annually or their interference with the normal movements of the herds to and from seasonal grazing and water.

With regard to rinderpest, which for so many years was difficult to control, the introduction of the goat virus immunisation technique has done much to simplify things, and it may be said that to-day, through the immunisation of vast numbers of cattle annually by this method, rinderpest seldom causes any serious disorganisation of the livestock trade. It is intended that during the next four or five years this campaign shall be so intensified that, with increase in staff, more modern equipment and the co-operation of the French Authorities over the border, rinderpest will be then of little or no economic importance, being under close control, and possibly well on the way to total eradication.

Contagious bovine pleuro-pneumonia, that most insidious disease, continues to play a much more important part in the realm of disease than the actual number of infected herds would seem to justify. This is because of the difficulty of early diagnosis, the reluctance of the owner to report sickness, and the cumbersome, long-drawn-out technique of inoculation by three injections of vaccine. A simple single shot vaccine and an easily applied diagnostic test are eagerly awaited.

The nomadic habits of the northern stock-owner—forced on them, in

the majority of cases, by shortage of water and grazing in the dry season—coupled with the widespread presence of tsetse fly, make trypanosomiasis the leading problem to-day, for, although the results may not be as spectacular or striking as those of a severe rinderpest outbreak, yet, in the aggregate, the loss in numbers annually due directly or indirectly to trypanosomiasis must run into many thousands.

Various drugs, such as tartar emetic, antimosan, phenanthridinium, dimidium, etc., have been tried out, with varying success, but to date no satisfactory treatment has yet been evolved. In the case of the two last-named drugs the cure may be said to have been worse than the disease, relapses, deaths and sickness giving rise to great disappointment, for high hopes had been built on their efficacy. A new issue of the last-named drug is now being tried out which, it is hoped, will prove of value and be less toxic.

With regard to the other diseases mentioned above, outbreaks are controlled or stamped out by the use of vaccines or sera produced by the laboratory at Vom, which annually turns out approximately two and a half million doses of various types, in addition to general pathological and bacteriological work connected with all forms of livestock diseases and problems.

INDUSTRIAL DEVELOPMENT

The effect of the establishment of the Department of Commerce and Industries should in due course be as great in the sphere of production as in that of commerce. In addition to being able to devote its undivided attention to problems connected with the economic well-being of the country which might otherwise tend to be overlooked among the multifarious duties of general administration, it has made a beginning in assisting with advice those concerned in the conduct of industrial enterprises, and in relieving other Departments of Government concerned in economic development of the conduct of commercial and semi-commercial activities which are more properly the concern of the new department. The more immediate activities of the Department are described under the sections dealing with fisheries and industrial production.

Industrial development during the war has taken three different forms. In the first place, Government Departments, particularly the Public Works Department, have found it necessary to produce for their own use articles which had hitherto been imported. In the second place, Government found it advisable to institute certain forms of production for the benefit of the general public, such as dairy and bacon product by the Veterinary Department. The third class of development has been the establishment, both by large firms and by small African concerns, of local industries to cater for needs which the war had made it impossible to satisfy from overseas. Development under this third heading has taken the form either of expansion of existing small-scale production or of the establishment of entirely new undertakings. Among the products of this class of enterprise the following may be noted: cigars and cheroots, mineral waters, fruit drinks, leather and raffia goods, dried meat and cereals, soap, metal goods, such as buckets, tin trunks, pen-holders, etc., loom-woven cloth, furniture, bricks and tiles. Such assistance as has been given by Government has been by way of guidance in technique and advice in marketing. In this

connection the Chief Marketing Officer, a special war-time appointment in the Agricultural Department, performed a most useful function.

With the end of the war, although the revival of the import trade will have lessened the stimulus to local industrial production, it is to be expected that the tendency towards the establishment of secondary industries will continue, and it will be interesting to discover to what extent local production can stand up to competition from the output of fully industrialised countries. In addition to the classes of enterprise mentioned above, a new phase of development has begun under the auspices of the Department of Commerce and Industries—namely, the initiation by Government of new projects with a view to their eventual operation by private enterprise or by Native Authorities and the active stimulation of traditional crafts. During 1946 the attention of the Department has been concentrated upon the textile industry and the establishment of palm-oil mills.

Textile production in Nigeria takes two main forms: the weaving of cotton cloths and the manufacture of cordage and mats from palm and other fibres. The crafts are indigenous throughout most parts of the country, but the methods employed are primitive and uneconomical. The number of people engaged in production must run into some hundreds of thousands of regularly occupied craftsmen, and a far greater number engaged in part-time and seasonal work. Spinning is carried out by women using distaffs, while both men and women take part in weaving, the men producing narrow strips, and the women a broader cloth. Like all such industries, the Nigerian textile industry suffers from shortage of home-spun yarn, owing to the inefficiency of spinning. Sufficient raw cotton is produced in Nigeria to allow for considerable expansion in the industry, a large quantity being exported as lint. On the other hand, particularly before the war, there are large imports of yarn. One problem confronting the industry, therefore, is to find the best means by which the supply of local yarn can be supplemented to meet the needs of increased production. A textile development programme has accordingly been incorporated in the Ten-Year Development and Welfare Plan for Nigeria, with the principal object of improving technique and providing for expansion of textile manufacture along traditional lines as a village industry.

A preliminary survey was undertaken by Mr. A. E. Southern of the West African Institute of Industries, Arts and Social Science, towards the end of 1945, and as a result of his investigations the main outlines of development were decided upon. The framework of the scheme is the establishment of eight territorial centres, each in charge of a European textile or weaving supervisor. The object in establishing these centres is to investigate processes in use in the areas concerned, with a view to their improvement; to train local weavers in improved methods as a cadre for demonstration work; and to undertake research into various technical problems, such as dyeing and utilisation of local yarns and fibres. A pre-condition for putting the plan into operation is the supply of suitable spinning machinery and looms, and it is possible that a profitable secondary industry in the manufacture of equipment will be established in due course.

It was expected that the year 1946 would see the completion of three centres in the Western Provinces, with some progress towards the establish-

ment of a fourth either in the East or the North. These expectations owing primarily to shortage of building materials, proved too optimistic. At the end of the year one centre, at Ado-Ekiti, had been practically completed; a second, at Oyo, was begun in December and building was reported to be making good progress; a third site had been selected at Auchi, and operations were awaiting the arrival of a third Supervisor. At Ado-Ekiti equipment is being assembled for the first four centres, and the stock in hand includes looms, treadle-type spinning-wheels, warping mills, winding apparatus, reeling apparatus, finishing tables and other furniture, all woodwork being made by local craftsmen. First results of training operatives have been good, with little wastage, and indicate that both spinners and weavers derive satisfaction from their newly acquired skill, which enables them to work at a faster rate. Demonstration in outlying villages has been combined with training. The results have been encouraging, and provide confirmation that the methods employed are on the right lines.

Research was carried out during 1945 by the Adviser on Rural Development as to the possibilities of export trade in mats. The Textile Expert is helping the Co-operative Department in the development of this industry, and further progress is expected when a dye chemist and fibre expert are appointed. An import quota for mats was obtained from the Board of Trade, and at the end of 1946 permits had been issued for the export of mats to the United Kingdom to the value of £8,644. Another craft with potentialities for export is the manufacture of straw hats at Bida, and this is being supervised by the local Agricultural Officer.

It has long been recognised that Nigeria can no longer, in the face of competition from other producing countries, afford to rely on the primitive methods of palm-oil production which have remained practically unchanged since the inception of the trade. Traditional methods of extraction are wasteful both in oil and in labour, and result in a product which, owing to a high free fatty-acid content, is sold at a discount in the world markets. Experiment with oil-mills which were instituted before the war, when they were discontinued, indicated that it should be possible to introduce efficient centralised milling methods without serious disruption to the peasant economy. Accordingly, plans were made for the establishment of palm-oil mills to be operated in the first instance by the Department of Commerce and Industries, to be handed over as early as possible for operation by Native Authorities or Co-operative Societies concerned by means of loan schemes financed through the Nigerian Local Development Board. Caution has been necessary in choosing sites in order to make sure that projects receive local support, and sites which are from other points of view satisfactory have had to be discarded owing to opposition from the people. The first Pioneer Oil-Mill was erected at Amuro, near Okigwi, in Owerri Province, and was formally opened on the 11th October, 1946. Latest reports show that the mill is working a full eight-hour shift, with the prospect of having to do two eight-hour shifts earlier than expected, owing to increased supplies of fruit. Producers are selling palm fruit readily, and are beginning to buy back the kernels for cracking. The mill has a nut-cracker for dealing with all nuts which the producers do not wish to buy back. A second mill is under construction at Azumini.

CO-OPERATIVE SOCIETIES

The activities of Producers' Societies were centred, as usual, on the marketing of cocoa. During the 1945-46 cocoa season the 219 cocoa sale societies produced 13,762 tons, which was roughly one seventh of the Nigerian crop. Five of the more advanced Unions exported 8,271 tons through the Association of Nigerian Co-operative Exporters, which operated as an "A" shipper. The quality of Co-operative cocoa made a further advance, 73 per cent. of the total being Grade I as compared with 19 per cent. of this grade produced by other farmers. £2,794 was issued to members as short-term loans, and thrift deposits by members in their societies amounted at 31st March to £4,789. Producers' Co-operatives also sold cotton, rubber, bird's-eye chillies, yams, maize and palm kernels.

Craftsmen's and Industrial Co-operatives were active during the year at Ikot Ekpene (raffia articles, especially floor coverings), Awka (wood-carving and ironwork), Benin (carpentry and wood-carving), Akwete (weaving), Oyo (fancy leatherwork), Agege (fruit drinks) and Kano (production of blood meal and bone ash). The Ikot Ekpene Co-operative had a most successful year, since technique improved, production increased and profitable export sales were achieved as well as a large turnover within Nigeria.

Among salary-earners the Thrift and Loan Societies increased in numbers and membership. On 31st March the total savings of the 224 societies operating amounted to £154,024, including deposits of £36,771 made during the preceding twelve months.

The Thrift and Credit movement among farmers and small traders in Calabar Province expanded sharply, the number of societies rising between March and December from ninety-one to 134. The societies' assets at the former date were £4,110. The Calabar Provincial Thrift and Credit Union operated successfully, though on a small scale. Financial discipline was good, but accounting standards remained rather primitive.

In the Udi Division of Onitsha Province village development made progress largely on Co-operative lines. Seven Village Co-operative Shops sold consumers' goods, and the first Co-operative Village Maternity Centre to be founded in Nigeria was opened at Ogwofia Owa.

Chapter VII: Social Services

EDUCATION

The spread of primary education throughout the Territory proceeds apace, more particularly in the Western and Eastern Provinces. The many demands on a sorely pressed staff have prevented the compilation of accurate statistics, but the position in this respect is improving, and is likely to continue to improve. It is now possible to say that the primary school population has more than doubled during the last quinquennium. In brief, it has risen from approximately a quarter of a million to between 500,000 and 600,000. It is gratifying to record that this expansion has been accompanied by the development of Local Education Committees, which are gradually assuming a definite place in the educational structure.

In the latter respect progress has not been so marked in the Eastern Provinces, where the extreme individualism of the Ibo makes concerted operations a matter of some difficulty.

The demand for increased facilities will continue, especially in those areas which have only recently become aware of their backwardness, or where communities have been stimulated by Education Committees, parents' associations, adult education experiments and the like. Amongst those areas are the Northern Provinces, where the younger elements are inquiring why such a small proportion of the grants-in-aid is devoted to the area in which they live, while they pay such a large proportion of the taxes. The Financial Secretary's recent investigation and the acceptance by Government of his principal recommendations will enable the Department to redress the balance.

For obvious reasons, quality of education cannot be expected to keep pace with quantity for a number of years. Until an adequate number of trained teachers becomes available, it will be necessary to maintain standards by other methods. Much can be done by a more effective allocation of staff by the voluntary agencies and by an increase in the number of supervising and visiting teachers. The number of visiting teachers has, in fact, increased during the period under review, and much useful work has been done through conference and refresher courses.

It may be fairly claimed that there are many good and some very good primary schools in Nigeria. As against this, however, we are confronted with a vast number of unassisted schools staffed by untrained lads, indifferently paid and inadequately supervised. Schools, indeed, bulge with children and with young teachers who know all too little about their profession. Numbers are the dominant factor in Nigerian schooling to-day. Floods of children pour into the lower strata of our primary schools. Hordes of boys clamour for admission at the doors of high-sounding academies. Hundreds from every vocation in the land beset Government with demands for overseas scholarships.

In the Northern Provinces schools conducted by the Native Authorities continue to increase. Their enrolment constitutes approximately three-eighths of the regional total. Native Authority Schools occupy a less prominent place in the Western and Eastern Provinces. It must be added, however, that in the Western Provinces those at Iseyin, Ipokia and Epe are really good, while a system of twenty-five well-staffed Native Authority Schools is an important factor in the Cameroons Province.

The regional distribution of primary school children under instruction may be of interest. Approximate figures are:—

Western Provinces : 182,000 boys, 46,000 girls.

Eastern Provinces : 214,000 boys, 49,000 girls.

Northern Provinces : 44,000 boys, 10,000 girls.

There are six secondary schools conducted by Government and twenty-four by the voluntary agencies. In addition, there are twelve approaching full secondary status.

The majority of our secondary schools continue to be dominated by the motive of passing the School Certificate Examination, and there is a disposition in many quarters to regard this as a symbol of the completion of the secondary phase of education. The truth is, however, that the

• courses offered are of a low academic standard and of very limited range. Too little opportunity is given for subjects necessary for a liberal education and, in general, it is not generally recognised that "sixth-form" work as understood in the United Kingdom is a pre-requisite to professional training.

Both in Government secondary schools and in those conducted by the voluntary agencies the staff has for some years been a cause of serious anxiety, the more so because the war brought with it an inevitable lowering of standards. The situation at the end of the period under review improved slightly, and thanks to the availability of professionally trained married women, it was possible to regain some of the lost ground.

In the Western Provinces communities are taking a realistic view of the situation, and the immediate demand is for teacher training facilities for prospective secondary school teachers. Some districts have inaugurated funds for sending selected local students overseas, while some communities have already sent students at their own expense. Governing Boards and Advisory Committees, representing all classes of the community, have been set up at various schools, including Government College, Ibadan. A thorough review of science teaching in all secondary schools in the Territory has been carried out by an experienced officer of the Department.

In the Eastern Provinces the demand for more secondary education has been voiced by the Churches, speaking through Mission Synods and bishops, private proprietors, tribal unions and Native Administration Councils. The determining factor in the development is the supply of trained graduate staff, and particularly of European staff. Inspections of approved secondary schools during the year reveal European staffs strained to the limit by losses brought about by the war and excessively long tours. The supply of African graduates is as yet inadequate to redress the position.

Preliminary arrangements were made for the conversion of the Higher College, Yaba, into a Technical Institute. The Higher College, in spite of acute shortage of staff, has still been maintained at Yaba, although the Arts Course was not restored until early in 1946. All students were admitted to courses leading up to the Intermediate Examinations of London University in Arts and Science, and the former system of admitting students to definite courses was abolished, except in the case of surveyors and non-Government teachers. Students now make their choice of a career *after* they have taken the Intermediate Examination, and not before they enter the College, as was done previously.

Much thought has been given to the rival claims of sentiment and efficiency which characterise the Majority and Minority Reports of the Commission on Higher Education in West Africa, and in the latter part of the year the Secretary of State decided, with certain reservations, that effect should be given to the Report on the main lines advocated by the Minority Commissioners. This decision was followed by a visit from a delegation of the Inter-University Council, in order that Government should receive the maximum assistance in the important stage of the development of Higher Education which is ahead.

The training of primary teachers had hitherto been undertaken mainly by the voluntary agencies. The Departmental plan for expansion,

following the British tradition, relies on these agencies to continue and develop their work, with liberal subsidies from Government, and a reasonable amount of Government control. The number of Government Training Centres will, however, be increased. Some will be for men, others for women; their capacity will range from fifty to 200. There will also be four new Rural Education Centres. In the meantime, new Training Centres have been established during the period under review and existing Centres have admitted more students. The immediate limiting factor is competent professional teacher-trainers, but it is hoped that a steady improvement in this respect may be effected during the next few years. A revision of the Teacher Training Syllabus was undertaken during 1946.

Twenty-seven teachers, sent by seven Missions, attended a course in Rural Science at Umuahia Agricultural Education Centre in 1945, and another course was begun in 1946 with thirty-one teachers.

A special course for the training of secondary school teachers has been completed at Ibadan. It has proved remarkably successful, and there is no doubt that the participants have been both stimulated and refreshed. The future development of secondary school teachers training is interlocked with the Elliot Commission's recommendation concerning a Territorial College.

The demand for the education of women and girls is growing rapidly in the Eastern and Western Provinces. Several schools have opened "modern" classes for girls who have completed the primary phase and desire to continue their education. A two-year course has been planned leading to a "modern" certificate, and it is hoped that in time the possession of this certificate will be a necessary qualification for entry to a Training Centre. The Director of Medical Services has agreed to accept it as a qualification for entry into the nursing service.

Both sites and staffs of secondary schools and Training Centres are insufficient for present needs. This has led the Church authorities to give serious consideration to future policy. In several cases plans for extensions are already far advanced. The number of secondary schools for girls is small as yet, but they attain a satisfactory standard. Training Centres are growing slowly, but effectively; a great increase in the number of women teachers may be expected when development plans have been put into operation. So far as Government is concerned, it is proposed, as a first step, to open a Training Centre for 200 women students at Enugu in 1948. Recruitment of staff for this institution is proceeding, and it is hoped that they may acquire some local experience before proceeding there.

Various girls' schools conduct vocational classes, including instruction in domestic subjects, needlework, reading and writing for older girls and women. Weekly classes for women are held at some Domestic Science Centres. Such of the latter as are fully staffed are running well. The amount of pre-marriage and homecraft training now undertaken in rural areas, especially in the Eastern Provinces, augurs well for the future. The rapid expansion of this type of work should bring about a great difference in the status of women.

Though the difficulties in the Northern Provinces are overwhelming, a determined effort is being made to raise the standard of girls' education,

principally by the formation of girls' classes at senior primary (middle) schools. The real need in this area is an influx of European women to work up these senior primary schools and train African women capable of teaching throughout the junior primary schools. A few European women have already begun work in senior primary (middle) schools, but these, up to the present, have been concerned mainly in teaching boys. The Women's Training Centre at Sokoto has to some extent broken down the prejudice against women teachers, but entrants have been of such a low standard that they have rarely been able to teach above the first two classes of the junior primary school. If girls can be induced to stay at school for six or seven years, and then enter a Training Centre, a real advance will have been made. Plans in this direction have already been laid, and it is hoped to start a senior primary school and Training Centre at Kano during the first half of 1947. There remains the untouched problem of the pagan women; here the solution appears to be in the special appointment of a woman anthropologist in the Bamenda province to experiment on the method of approach. The investigations conducted by a woman are already beginning to bear fruit in a demand voiced by the women for some form of practical training.

Considerable progress has been made in the development of adult literacy classes. In the Northern Provinces a special drive was started in Katsina Province by the Education Officer and Emir with the support of members of all Departments. Some 3,000 adults, including women, were enrolled, and passed a literacy test. This first large-scale experiment deserves great credit. In the Anchau Corridor the experiment conducted under the aegis of the Sleeping-Sickness Service has successfully jolted local society out of its traditional rut.

The most successful experiment in the Western Provinces is to be found in the Ekiti Division of Ondo Province, where the movement is directed for the benefit of adult women, and is designed to give them a chance of learning the things they all want to learn. Considerable progress has been made elsewhere in the Western Provinces, though Ibadan has proved an exception, and at the present rate of progress adult literacy will be achieved in that town in some 800 years. This, in the view of the more progressive local inhabitants, is on the slow side; but the picture is scarcely correct, as the Ibadan Native Administration is building from the bottom, and proposes to make provision for the education of another 10,000 children during the next decade.

One very encouraging feature of the adult education movement in the Western Region is the enthusiasm with which the Ibadan Yoruba Literature Committee has settled down to work. Three booklets were published during the financial year 1945-46, and several translations and original works have been reviewed. The Ilaro Education Committee has published a newspaper in the vernacular. In Lagos the fine effort of a dozen teachers, who gave their services voluntarily for a whole year, kept two centres in running order.

The development of adult literacy classes in the Eastern Provinces has been sporadic. The movement is really flourishing only in the Kwa area of Calabar and in the Eket district. In Owerri Province the demand for literature has increased. The Senior Education Officer reports that four Ibo instruction pamphlets of varying grades, totalling some 11,000

copies, have been printed, and that another 3,000 copies of an Ibo cookery pamphlet will shortly be issued for the special benefit of the women who form 75 per cent. of the classes.

Mention may be made of the little-publicised but long-standing activity in this field of the Churches who conduct several grades of classes for their members. The classes for baptism, the men's and women's classes, the marriage training-homes are definite contributions to the movement for which too little credit has been given in the past.

By the middle of 1946 the Mass Education Officer arrived on the scene, and set to work with commendable speed and enthusiasm. A programme has been mapped out whereby campaigns will be started in certain selected areas where the leaders of the community are likely to give their full support and personal interest. It is proposed to conduct these campaigns (some have already been launched) in twelve areas.

The name "Mass Literacy Class" covers widely different types of organisation. In the classes spontaneously organised by the villagers of the Udi Division as a part of their mass education projects one sees a whole village attending *en masse*, 400 or more at a time in the village square. They squat on the ground in groups of twenty or thirty, and endeavour to learn from schoolboy teachers how to read and write Ibo. Development has been so sudden and so spontaneous in these Udi villages that organisation has not kept pace. Blackboards, chalk, writing-boards, charts, readers, all are extremely scarce. The teaching methods are very unskilled. Mass literacy cannot be achieved in such conditions, but a great number will learn to read who otherwise would not have done, and the classes undoubtedly promote social solidarity and enjoyment.

The departmental scheme of technical education has now been put into operation, and the Technical Branch commenced activities on 1st April, 1945. By the end of the year a number of buildings required for the Yaba Trade Centre had been completed.

More recently the building programme has been slowed down owing to delays in the delivery of stores and roofing materials—a serious matter in a plan involving a considerable amount of new construction. Similarly, difficulties in the recruitment of qualified staff and in the delivery of tools and machinery have delayed the opening of the Technical Institute and the Trade Centre at Yaba. Every effort has been made, however, to secure the necessary staff and equipment, and a start will be made at both institutions at an early date.

The Kaduna Trade Centre opened in October, 1946, with forty apprentices in carpentry, motor and general fitting, and progress has been satisfactory. A site for the Enugu Trade Centre has been acquired.

It has been found possible to open the Ex-servicemen's Trade Training Centre at Enugu earlier than was expected. Thanks are due to the Public Works Department and the Railways Administration for their assistance in achieving this happy result.

The Eastern Provinces are fortunate in that the Efik and Ibo language bureaux, started in 1929, never ceased completely to function, though the practice of seconding officers to this work was abandoned from 1932 to 1946. The work was carried on as a part-time, and largely spare-time, activity by Mr. R. F. G. Adams, and as a result there now exists a nucleus of school readers and a knowledge of budding authors that will give the

proposed new bureaux an invaluable starting point for their work. The services of two young linguistic scholars have been enlisted for the development of school literature.

The Veterinary School at Vom was established in 1942 by means of a grant from the Colonial Development and Welfare Fund and, although shortage of material and the usual obstacles to progress which one associates with war-time stringencies have somewhat delayed things, it may now be said that, as far as buildings, fittings and equipment are concerned, the school is now completed and available for full use.

Unfortunately, the same cannot be said as regards teaching staff, as to date only two whole-time teachers have so far been engaged—viz., the Principal and one Veterinary Education Officer. Fortunately, it has been possible to call upon members of the Laboratory and Headquarters' staffs, as a temporary measure, to give lectures from time to time when they could be spared from their own duties.

The school provides three different courses: the full course for Assistant Veterinary Officers based on the M.R.C.V.S. curriculum; this occupies approximately six years (one and a half years being spent initially at Yaba Higher College); a three-year course in elementary veterinary science; a one-year simple course for the young, keen men of the lowest grades whose basic education is comparatively low, but who are eager to improve their lot.

As yet very few students are enrolling for the Assistant Veterinary Officers course, the standard of education necessarily being high, and the competition from other sciences—*e.g.*, medicine—being great. The three-year course, however, is very popular, and the successful students when returned to their Emirates have proved to be of great value to the Veterinary Department and to their administration. As the Livestock Industry develops, these men should prove of inestimable value in the carrying out of practical work in the field and in the collection of much essential data regarding stock and stock-owners, land, water, grazing and other related subjects without a true appreciation of which it would be impossible to plan a sound and economic livestock policy.

HEALTH

The year has been marked throughout by acute shortage of staff, which has rendered it necessary to restrict activities to unavoidable commitments. Notwithstanding this difficult position, it has been possible, thanks to the unremitting efforts of such staff as was available, to maintain existing Medical and Health Services at a high level, and even to cope satisfactorily with such emergencies as occurred. What has not been possible has been to begin as quickly as had been hoped to extend medical facilities to those areas which hitherto have enjoyed little or no such advantages. For this Development programme, which has been carefully planned, a steady flow of new staff will be required. There is at last some indication of an early improvement in the recruitment position, though not yet approaching the required scale for the full implementation of the plans laid down.

The new Leprosy Service inaugurated in 1945 has made progress in co-ordinating the work of existing settlements in the Onitsha, Owerri and

Benin Provinces, and, after much propaganda and preliminary survey work, has proceeded to establish local treatment centres and adopt local segregation methods linked with, and under the supervision of, the parent settlements. Towards the end of the year Dr. Ernest Muir, C.I.E., world-famed authority on leprosy and Medical Secretary of the British Empire Leprosy Relief Association, paid a visit to the country, following upon which a Research Station has been set up at Uzuakoli. The recently produced drugs will, it is hoped, lead to more successful methods of tackling this scourge. The following figures have been reported for 1946: (a) in the Leprosy Service areas, 61,177 cases with 2,234,695 hydnicarpus treatments, (b) in other areas not yet supervised by the Leprosy Service 7,000 cases were seen and treated.

Epidemics of smallpox have continued to occur, and a particularly severe outbreak became manifest in Bauchi Province early in the year. More vaccination, through the agency of Provincial epidemic teams, three of which are now in training in the Makurdi area, should lead to a steady reduction in this form of disease. The activities of these teams should also effect the saving of many lives by prompt treatment in areas affected by cerebro-spinal fever outbreaks. These latter have occurred particularly in the Provinces of Onitsha, Owerri, Bauchi and Benue. 7,620 cases of smallpox were recorded, with 1,015 deaths, showing 13.3 per cent. death-rate (as against a 16.6 per cent. death-rate in 1945). Mass vaccinations were performed in several areas, and the total numbers vaccinated were 2,006,846.

In cerebro-spinal fever there was some decrease, 3,107 cases with 482 deaths occurring during the year, a mortality rate (the same as last year) of 15.5 per cent.

For the second year in succession a fairly severe outbreak of louse-borne typhus occurred, in this instance at Kano. There were fifty cases, with twenty-three deaths, amongst the mendicant types of the population. The outbreak reached its peak towards the end of February, but was rapidly brought under control by intensive disinfestation carried out by an augmented sanitary staff with the use of D.D.T. powder, combined with pyrethrum spraying for infected areas. A total of 283,815 people were de-loused and 22,498 compounds dealt with over the country. In all, ninety cases, with thirty-one deaths, were reported during the year, a smaller outbreak recurring at Jos in June, where the same measures were effective. The advantage of D.D.T. powder as compared with the old laborious method of steam disinfestation was again clearly demonstrated.

Yellow fever reappeared in epidemic form for the first time for many years. Here again the value of D.D.T. was confirmed. The centre of the outbreak was Ogbomosho, in the Oyo-Ondo area, a large Yoruba town with an exceedingly high aedes index. Thanks to D.D.T. and intensive anti-amaryl inoculation, the disease was rapidly controlled, over 400,000 inoculations being carried out and almost 28,000 rooms sprayed in Oyo Province. This was accomplished by two Health Units under a Sanitary Inspector with five Orderlies. In the Northern Provinces, too, intensive measures of the same type brought the total field anti-amaryl inoculations to 447,471, with a further 353,744 rooms thoroughly disinfected. In all, forty-six cases of yellow fever, with ten deaths, were reported during the year.

Anti-malarial measures in the Lagos area were continued during the year, and an acreage of 1,040 acres of swamp was drained, bringing the total drainage to date to approximately 4,000 acres. The work has given regular employment to a labour force of up to 1,000 men, and has been financed from Colonial Development and Welfare Funds. Of the £43,000 expended, more than 90 per cent. has been disbursed on wages of the labour employed. In addition, maintenance of drained swamps has continued, financed from Government funds, and providing employment for 500 men. As from July, augmentation of the staff rendered it possible to create a mosquito control service for the better control of anopheline swamp-breeding and to permit of accurate indices of mosquito density being obtained, to show the efficacy of larvicidal and other anti-malarial efforts. Surveys of the younger population and of pregnant women for malarial infection are also being undertaken.

Construction of the new hospital at Victoria was completed during the year, and the provision of electric light and running water should permit of its opening early in 1947. Other buildings or conversions are being made at Enugu, Ogoja, Abakaliki, Adeoyo Hospital, Ibadan, Akure, Ilorin, Offa, Calabar, Umuahia, Degema and Minna, but development works generally are hampered by the shortage of Public Works Staff and materials. A tentative site for a large Mental Hospital at Abeokuta has been chosen and, if a reasonable supply of water can be assured, the work of construction will shortly be put in hand.

In areas of endemic human trypanosomiasis, mostly in the Northern Provinces, the staff of the Sleeping-Sickness Service has examined during the year half a million people in field surveys and many thousands more at permanent treatment centres. Infection rates were generally about or below 1 per cent. In one Katsina district a localised outbreak of moderate severity was rapidly controlled by mass treatment, followed immediately by permanent anti-tsetse measures in the villages most affected. In the Anchau tsetse-free area, with the completion of population movements and well-sinking, stress is laid on rural development and education. Tsetse-control measures were continued and extended by communal effort in villages in seven of the Northern Provinces. Field research on the treatment of sleeping sickness and other diseases, and on the bionomics of the riverine tsetse fly, was maintained despite staff difficulties. The Sleeping-Sickness Service is undertaking the initial training at Makurdi and elsewhere of the new Field Units for the control of endemic and epidemic diseases. During the year Professor Davey's report on the organisation of research on trypanosomiasis and tsetse flies in British West Africa was received. A research grant of £207,000 has been made under the Colonial Development and Welfare Act on the understanding that the West African Governments will meet one-third of the cost. The proposed Research Institute will undertake fundamental research into the problems of both animal and human trypanosomiasis, and will be complementary to the existing field services of the Medical and Veterinary Departments.

Igbobi Orthopædic Hospital and Rehabilitation Centre has now been taken over by Central Government. Originally intended for ex-service personnel, with sixty beds and facilities for treatment of 240 ambulant cases, it is found useful for orthopædic work and physiotherapy for civilians, in addition to its original purpose. Stocked as it now is with

X-ray and theatre equipment, one of its functions has been the treatment of bone tuberculosis, as well as that of a training unit in physiotherapy for Africans. This will be a special treatment centre for the whole of Nigeria.

HOUSING

Northern Provinces.

The great majority of the rural inhabitants of the Northern Provinces live in the traditional way in compounds containing half a dozen or more round huts, including those for livestock, of mud wall and thatched roof. The compound is surrounded, where conditions permit, by a fence of live trees and plaited grass mats. Generally speaking, rural housing conditions are better in the "Middle Belt", where supplies of rough timber and grass are plentiful. In most areas of the far north these materials are poor in quality and in short supply, and oblige the rural population there to build huts of inadequate size.

The housing conditions of the pagan inhabitants of the hilly areas of the "Middle Belt", however, leave even more to be desired than those described above. They generally live in exceedingly compact compounds, containing family groups of as many as four generations. Their huts are minute, and living conditions are correspondingly less satisfactory than in the Moslem areas.

The housing of the nomadic Fulani constitutes a separate problem. Their temporary huts of beehive type are flimsy structures of grass or skins and sticks, and can be moved from place to place. Bornu Province contains large numbers of nomadic or semi-nomadic tribes of the total population of 1,140,000. Their housing conditions are no less unsatisfactory than those of the Fulani, but little can be done until the economic and other pressures which are increasingly being brought to bear upon them induce them to desist from their primitive way of life and contribute more effectively to the well-being of the modern community.

In the larger towns and villages the well-to-do sections of the population often have substantial buildings made of sun-dried bricks. This traditional type of house usually has a domed roof, and may be two or three storeys high, and is surrounded, where the wealth of the owner permits, by a mud wall high enough to ensure the close privacy demanded by Moslems. The more modern type of house chiefly to be found in the Sabon Garis copies the European style, in outward appearance at least.

Strenuous attempts are being made through the Native Authorities to awaken the people to the need for proper town and village planning and for housing standards designed to comply with modern ideas on health and sanitation. Considerable progress has been made in both directions, and many towns and villages have new lay-outs either completed or in process of completion. Model compounds containing houses and huts of a greatly improved standard have been built at public expense, and there are signs that house-pride is being stimulated. Improvements in living conditions in the mining camps on the Plateau mines-field have been effected. Although it can be said that conditions still leave much to be desired, considerable progress has been achieved since 1939, with the co-operation of the mining companies and private owners.

No general improvement can, however, be expected in the rural

districts, which contain the great majority of the population, until cement and timber or effective substitutes come within the means of the people. Efforts are being made in this direction, but the progress so far achieved is slight.

Western Provinces.

The usual type of house occupied by the poorer classes has mud walls, wooden windows and doors, and a thinly thatched roof. The houses of the more prosperous classes are of mud or brick walls, cement rendered, and have corrugated-iron roofs and glass windows ; in many cases a house of this type will consist of two or more storeys, and will generally include a produce store or shop on the ground floor. The older houses are normally owned by a family group, but there is a growing tendency for the people to build separately for their own immediate family. In some of the larger towns, such as Abeokuta and Ijebu Ode, where there is a considerable demand for accommodation, the building of houses is a favourite and profitable way of investing capital. In most Government stations a fair number of quarters are provided at reasonable rents for the African staff. They are usually built of concrete in the larger centres ; elsewhere of mud, with a cement finish.

The Native Authorities of many districts have passed simple sanitary rules, and a few have also passed Building Regulations. Town-planning schemes are being attempted in Benin City and in the towns of Ijebu Ode and Ilaro.

Eastern Provinces.

Housing throughout the Eastern Provinces varies from the types, chiefly in rural areas, which consist of mud-and-wattle walls with a palm or grass thatch roof, to those built of mud or mud and cement blocks with a corrugated-iron roof and cement floor. Villages in the rural areas consist largely of numbers of self-contained compounds, each comprising several dwellings housing the various members of a particular family or group of families. In the larger towns the lay-out varies from the usual conglomeration of untidy shacks of mud and thatch to the more orderly lines of corrugated-iron-roofed dwellings on the European model. In the villages houses are individually or family owned, while in the larger centres, such as Port Harcourt, a fair proportion can be found which are owned by a landlord and leased to those who, for one reason or another, have migrated to the towns. Here properly conceived and detailed town-planning schemes are under consideration, but had not by the end of 1946 reached any advanced stage, though in Port Harcourt and Umuahia, for example, planning authorities under the Town and Country Planning Ordinance, 1946, have been gazetted and planning areas approved. In the Provinces, too, however, there are indications that some Native Authorities are becoming, if not sanitary-minded, at least plan-minded. Many have made building rules and public health rules and wish to improve their housing conditions, others have sought advice on how to improve their markets, and in the smaller towns much slum-clearing has been or is being carried out with good results. The people are beginning to see the value of wide streets, well-spaced and better-built houses, and do seem to be making genuine efforts to improve their living conditions.

Colony.

In Lagos housing conditions vary according to the status and means of the occupants, and in almost every street of the metropolis may be seen a medley of all types of dwelling, from the stately cement or stucco mansions of the professional and business men to the primitive huts or tenements of the poorer classes, most of which are constructed either of bamboo or of rusty sheets of galvanised iron. According to a report of the Medical Officer of Health (Dr. Ladipo Oluwole, whose twenty-three years of work were recently recognised by the award of the O.B.E.), of the 9,673 dwellings on Lagos Island, a total of 5,756, or approximately 60 per cent., are either unfit for human habitation or are constructed of prohibited materials—*i.e.*, bamboo or galvanised iron. In the poorer parts of the native quarter narrow and tortuous alleys wind through a labyrinth of crazy shacks with dark, cavernous rooms, each of which may house several families; every inch of space is utilised, and in some places dark and noisome corridors are partitioned into living-rooms by the simple expedient of hanging grass mats at intervals from the roof. In short, a tour of the Lagos slums is an unanswerable argument to the opponents of the town-planning scheme.

Various expedients have been tried to deal with the slum menace: the first building regulations were passed in 1911, forbidding the construction of houses of inflammable materials. A few years later these were revised, and in 1926 a further revision took place, conditions of building being rendered more stringent and the use of galvanised-iron sheets for the walls of houses prohibited. Finally, in 1937 the existing bye-laws were introduced, which lay down definite rules governing the type of materials to be used, the minimum floorspace of a room, the provision of wide sanitary lanes and other technical specifications calculated to restrict the spread of slums. At the present time all persons wishing to build within the township are obliged to submit their plans to the Town Council for its approval, after careful scrutiny by the Town Engineer and the Medical Officer of Health, and an army of Building Inspectors is employed to ensure that these bye-laws are strictly complied with. Unfortunately, however, these bye-laws failed to consider the need for demolition of buildings constructed of prohibited materials and, owing to the ingenuity of the owners in carrying out all requisite repairs during the hours of darkness, in defiance of the regulations, large numbers of insanitary and unsightly shacks of bamboo and galvanised iron have survived to this day.

In the year 1930, after a particularly serious outbreak of bubonic plague, it was decided that active steps should be taken to eliminate the slums of Lagos, and a body called the Lagos Executive Development Board was established for this purpose. The work of this Board, adversely affected by the economic depression of the early 1930s and by the war period, has been limited in scope owing to lack of funds and staff, but it has succeeded in clearing a total of 54·92 acres of slums, and in that area straight, clean thoroughfares bordered with well-built cottages now stand on the site formerly occupied by the worst slums in Lagos. Comprehensive replanning proposals for Lagos involving the ridding of Lagos of its overcrowded slums are under consideration, and further plans for the development of the whole of Lagos Township are under contemplation.

It is proposed in this connection to appoint a highly qualified Chief Executive Officer to the Development Board, which itself has been re-constituted so as to be representative of all the interests concerned in the replanning of the town.

SOCIAL WELFARE

Northern Provinces.

The impact of European commerce, with its wage-earning economy, is inevitably tending to disrupt the subsistence economy which is still the lot of the vast majority of the inhabitants of the Northern Provinces. In the conditions of subsistence economy, the care of the destitute, the aged and the sick is the accepted duty of the family and community, and the Chiefs and Native Authorities are fully aware of the desirability of keeping alive this sense of responsibility and of grafting it on to the changing conditions of society. They also realise the assistance in this direction which can be derived from more modern forms of communal association such as Co-operative Societies, Trade Unions, Ex-servicemen's Associations and Boy Scouts.

Some progress has been made in promoting community life by encouraging the building of village halls and reading-rooms, and by associating non-official sections of the population in the preparation of local development plans, but the growth of a modern community spirit is naturally a slow process amongst the conservative inhabitants of the North.

Relief of the destitute and disabled is to some extent provided for by the Native Authorities in their hospitals and leper settlements, but, as was mentioned above, it is most desirable that these very necessary facilities should not weaken the social obligations recognised by the community-at-large.

Juvenile delinquency is an increasing but still comparatively unimportant problem in the larger towns of the Northern Provinces. There has existed in Kano for a number of years a reformatory for refractory youths, and this institution, which was established at the request of the Chiefs, has met a real need. Arrangements to run this establishment on more modern lines are at present under consideration.

Western Provinces.

At present no organised Social Welfare Services exist in the Western Provinces, though much is done in this way by Missions. The Administrative Officer also may well be called a Welfare Officer, as much of his time is engaged in such work. Through both these agencies attempts are being made to increase interest in village life, with the purpose of encouraging the younger generation to remain in the country, instead of migrating to the towns, where so often they merely swell the ranks of the unemployed.

An interesting experiment in the promotion of the community life is being attempted in the small village of Akaka in the Ijebu Province. Under the auspices of the Methodist Mission, and lately with financial assistance from the Native Administration, an effort is being made here to centre village life around the village hall, which serves both as a meeting-place for the Council and as a recreation-room. There is a village school and a school farm, a model teacher's house, a water-point and a dispensary. The whole village takes an interest in these institutions and in their

management. Whether the scheme will prove a success or not will depend on two factors: firstly, the willingness of the people to imitate in their own houses and farms what they see in the model teacher's house and in the school farm; secondly, their ability to pay the extra cost of the improved ways of living which they are learning—it depends on whether their economy can keep pace.

The extension of medical and health services is doing much to promote social progress. Throughout the Western Provinces the number of Native Administration dispensaries, maternity and infant welfare centres increases each year. They are welcomed by the people.

In a society based mainly on family ties, the relief of the destitute and disabled devolves upon the relations of the persons concerned. Very few beggars are to be seen outside the larger towns, and these are usually strangers who have come from other parts of Nigeria.

Eastern Provinces.

Achievement in the field of juvenile delinquency and care of the destitute has naturally been hampered by lack of staff and of the general machinery to implement proposals, but during the year the provisions of the Children and Young Persons Ordinance, 1943, have been applied *in toto* to Calabar, while Part VIII of the Ordinance, dealing with the possession and custody of children, has been applied to the whole Eastern Provinces.

In Calabar the problem of tackling juvenile delinquency and kindred social problems was actually started in 1943 by a group of public-spirited European and African citizens of Calabar, who organised themselves into the Calabar Juvenile Welfare Committee. In 1944 a Welfare Officer was appointed by Government. He became a member of the Committee, and has been functioning as a liaison officer between Government and the Committee. The Hostel, which was opened in February, 1945, for waifs and strays, became a Government Remand Home in June, 1946. The Committee has been responsible for the maintenance of non-delinquent children and the salaries of two workers, while Government has been maintaining the delinquent children, paying the salaries of the other workers and providing essential social services for children.

During the year 412 children, of whom thirty-five were girls, were handled and classified as follows:—

(a) Those charged with crimes and offences	182 (17 girls)
(b) Those in need of care or protection	132 (11 girls)
(c) Those charged with being beyond parental control	89 (7 girls)
(d) Truants	9 (all boys)
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	412
	<hr/>

Two hundred and thirty of these children, the average of whose ages was twelve and a half years, were cared for by the Juvenile Welfare Committee for periods ranging from one week to two months.

With the application of the Children and Young Persons Ordinance, 1943, to Calabar Province, the Remand Home has been re-organised and recent improvements include the transfer of a trained Warden from Lagos,



MASS LITERACY EXPERIMENT IN SOUTHERN NIGERIA



LEGISLATIVE COUNCIL—FIRST SESSION UNDER NEW CONSTITUTION



REHABILITATION AT IGBOBU



CATTLE BEING ROPED AND THROWN FOR INOCULATION AGAINST TSETSE FLY



TIN MINES ON THE JOS PLATEAU



YABA-SHAGAMU ROAD

the provision of wooden beds and adequate clothing, the opening of a small dispensary and the keeping of reliable records. Probation Officers and lay Magistrates have been appointed under the Ordinance, and every effort is being made to start the Juvenile Court and the probation system in the immediate future. Meanwhile, children in trouble are dealt with by the Magistrate in chambers in the presence of the Probation Officer. Conciliation in matrimonial disputes is one of the functions of the Social Welfare Officer. Three hundred and forty-one disputes were dealt with during the year. In the absence of a Court of Domestic Relations, cases have been sympathetically dealt with by the Native Court.

The Juvenile Welfare Committee continues to do excellent work, and sponsored the activities of such organisations as the Calabar Amateur Boxing Club, the Boys' and Girls' Club, and the Akim Qua and Big Qua Young People's Society. A successful Sports Meeting and Youth Rally was held in October, 1946, under the chairmanship of the Resident, Calabar Province, and was much appreciated by the children.

In rural areas the promotion of community life depends largely on the interest and enterprise of the Native Authorities. A start is being made in some areas, and several Native Authorities have taken over the maintenance of reading-rooms established by Government during the war years, and it is hoped that some of these will be developed into community centres.

Colony.

The Colony Welfare service is now working as an integral part of the administration and, as a result of recent additions to the staff, is in a position to consolidate the work of the past and to plan confidently for the future. The struggle against the various social evils which are in evidence in any sea-port like Lagos was greatly assisted during the year by the coming into force of the Children and Young Persons' Ordinance, and by the opening of the first Juvenile Court of Nigeria. The former legislation granted to the Welfare Officers much-needed powers to deal with child prostitution and the local equivalent of the White Slave Traffic, which have assumed formidable proportions in Lagos. It has become the custom for unscrupulous persons to lure small girls from the provinces, either on the pretext of employment, or by promises of education, or under cover of the native marriage system, and there to employ them in brothels. Even in many of the more respectable homes the girls were employed as hawkers, and instances have occurred of their being seduced in the course of their employment, either unwillingly or with their consent in an attempt to obtain pocket-money. The effect of the Ordinance is to prohibit the employment of children as hawkers, and under its authority intensive measures have been taken to combat this menace. Regular searches are carried out at nights for destitute children in the streets; brothels and military camps are visited by Welfare Workers, and young prostitutes removed therefrom; other officers meet trains arriving in Lagos and take charge of any girls suspected of being brought into the township for immoral purposes, and measures are also taken to prevent the clandestine despatch of potential young prostitutes to the Gold Coast. It is pleasing to note that young girls are now presenting themselves spontaneously to the Welfare Officers, asking to be rescued from enforced prostitution,

unhappy marriages and other conditions of social servitude. It is also noteworthy that considerable assistance has been voluntarily rendered by various tribal unions in the repatriation of girls.

The Juvenile Court was opened on the 1st July, 1946, and has since sat on two days in each week. The Court is presided over by a qualified Magistrate, who is assisted by a panel of Justices comprising prominent Africans with knowledge of, or an interest in, child welfare, and two members of the Welfare staff. The Court has functioned with great success, and is a decided step forward from the former system of trial by a Police Magistrate in chambers. A total of 276 cases have been dealt with since the opening of the Court.

The opening of the Juvenile Court has increased the work of the Probation Officers, who have dealt with twenty-three cases during the half-year. These officers are also responsible for the hearing of 886 matrimonial cases. This system of conciliation and arbitration is of great service to the poorer classes, who are thus saved the expense and delay of litigation; but the findings of the arbitrators have, of course, no legal force, and the hardened litigant will continue to exact his pound of flesh despite all their efforts.

Considerable progress has been made in the organisation of Boys' Clubs, the number of which has grown from two to twelve during the year. These clubs are conducted on the principle of equality and self-help; a small weekly subscription is charged to members, and schoolboys and illiterates co-operate in the maintenance and improvement of the premises in tangible recognition of the amenities which they provide. At the same time regular courses in Club Leadership are given monthly, and leaders are taught the value of voluntary unpaid service. The aim of the welfare service is gradually to persuade public-spirited Africans to form independent committees for the organisation and conduct of such clubs, thus leaving the Welfare Officers free to make grants and provide advice and guidance. As an indication of the popularity of these clubs, it may be pointed out that their average evening attendance has increased from seventy-five to 338 during the year.

The Approved School at Isheri, some eighteen miles from Lagos, has functioned successfully during the year, the average number accommodated being sixty boys. Although at the beginning of the year a somewhat restless spirit was noticeable, the situation improved during the last nine months. In addition to the normal outings granted to boys of good conduct, the system has been introduced of allowing four boys to spend a week-end at their homes each week. This system has worked successfully, and one boy who missed his transport back to the school actually walked the six or seven miles back. The Welfare Officers regard the after-care of these boys as being of special importance, and every effort is made to provide them with suitable employment after their discharge from school. Of the seventeen boys leaving the two schools at Enugu and Isheri during the year, thirteen have been provided with work and the remaining four have been repatriated.

Intensive but vain efforts have been made during the last twelve months to discover a building in Lagos suitable for use as a Boys' Hostel. The need for such an institution is great, both for the relief of the present congestion at the Remand Home and also to provide a place where non-

delinquent care and protection cases can be accommodated apart from boys awaiting trial on criminal charges. Better success has, however, been encountered in the search for a similar building for use as a Girls' Hostel, and it is hoped that the girls will shortly be moving from their present quarters at Yaba, which are unsuitable for the purpose, and which are now required for use as a Training School for Welfare Officers. Three Girls' Clubs have been opened in Lagos, and the members of the Welfare staff have taken a prominent part in the development of the new Community Centre which has been established in Ebute Metta, some three miles from Lagos.

A considerable amount of valuable work has been done by the Port Welfare Officer and his African assistant. Some attempt has been made to place this post on a proper basis and to correlate the activities of the workers in Lagos with those in the other Nigerian ports. The duties of the Port Welfare Officer include the general welfare of seamen of all races, and he works in close co-operation with the various institutions established all over the country for the benefit of seamen.

In addition to those enumerated above, the activities of the Social Welfare Service include the welfare of lepers, prostitutes and ex-prisoners, the maintenance of Play Centres for children, the teaching of handicrafts to female prisoners, the boarding out of unwanted children, the after-care of children from approved schools, the assistance of African students in the United Kingdom, the repatriation of indigent or undesirable foreigners, inquiries into the claims of servicemen for discharge on compassionate grounds, and a host of other duties, all of which have been most efficiently carried out, often in the face of most difficult circumstances. As the Colony Welfare Officer remarks, "Education through recreation in the Play Centres, Community Centres and Girls' and other Youth Organisations is the contribution of the Welfare Department towards the development of children and young persons into useful citizens. To this must, however, be added the paramount need for improvement in housing, increased educational facilities, the placing of juveniles in suitable employment, and a growing knowledge of the provisions and purpose of the Children and Young Persons' Ordinance by the general mass of the people."

Chapter VIII: Legislation

A considerable volume of the year's legislation has been connected with the Development Programme. The most important Ordinances are the Development Loan Ordinance (No. 3) and the Nigeria (Ten-Year Plan) Local Loan Ordinance (No. 10), empowering the Governor to raise a loan in England of £8 million and a loan in Nigeria of £1 million to be applied to stated projects of development. In order to make it possible to raise a loan locally, it was necessary first to pass the Local Loans (Registered Stock and Securities) Ordinance (No. 9), which provides for the procedure to be followed where a local loan is authorised. The Governor may issue registered stock, Government promissory notes or bearer bonds, and provision is made for the various administrative matters arising out of the raising of a loan. Loans raised under this Ordinance are made a charge upon the general revenue and assets of Nigeria.

The Nigeria Local Development Board Ordinance (No. 2) empowers the Governor to establish a Board of not less than seven members, three of whom shall be Unofficial Members of the Legislative Council. The Board will be a body corporate with perpetual succession, and with power to buy and sell property of whatever kind. The resources of the Board will be derived from sums appropriated to the Board from time to time by vote of the Legislative Council, or by resolution of the Legislative Council, under the Development Loan Ordinance, or any other written law, besides the interest or profits arising from loans made by the Board and other property acquired by or vested in the Board.

The Board is empowered to make loans or grants, or both, to any Native Authority, Co-operative Society, Planning Authority, or any other authority or class of authority approved by the Governor in Council, for schemes of development, including (i) public works, public utilities and town planning; (ii) the promotion of village crafts and industries and industrial development; (iii) Colonisation and land settlement and utilisation, forest and firewood plantations; (iv) experimental undertakings for testing industrial or processing development of any product of Nigeria, and (v) any other scheme of public value authorised by the Governor. The prior approval of the Standing Committee on finance of the Legislative Council is required for any grant whatsoever or for any loan in excess of £30,000, and the total annual expenditure, exclusive of repayments to general revenue and purchases of plant, land or buildings, made by the Board itself as part of or in contemplation of a loan or grant, is limited to £50,000. Provision is made for the securing of loans by mortgage or otherwise and for the enforcement of the security. The Board is required to submit an annual report, including an audited statement of its accounts, to the Governor, to be laid on the table of the Legislative Council at the next budget meeting.

The Nigeria Town and Country Planning Ordinance (No. 4) establishes machinery for detailed planning. The Governor may appoint a Planning Authority for any part of Nigeria for which he considers that a planning scheme should be made. Planning schemes may be made in respect of any land, whether or not there are buildings on it, "with the general object of controlling the development and use of land comprised in the area to which the scheme applies of securing proper sanitary conditions, amenity and convenience, and of preserving buildings or other objects of architectural, historic or artistic interest and places of natural interest or beauty and generally of protecting existing amenities whether in urban or rural parts of the area". A scheme may include provision for re-housing and for redistribution of holdings.

The Governor in Council may, on the recommendation of a Planning Authority, declare an area to be a planning area, which has the effect of prohibiting any works or buildings from being carried out in the area without permission. The Planning Authority may then prepare a scheme, which is to be published, and objectors have the right to be heard. The scheme, with a record of objections received, must then be submitted to the Governor in Council, who may reject it or approve it, subject to such conditions or modifications as he may think fit. Once approved, the scheme is to be published in the *Gazette*.

A Planning Authority will be a corporate body, and may own land or

other property itself, and is given powers of compulsory purchase; it may also enter on land to carry out work under the scheme, or may require the owner of any property to carry out such work. Compensation is payable to owners of property injuriously affected by a scheme, and betterment is recoverable from owners of property of which the value is enhanced. Disputes as to compensation or betterment are cognisable by the Supreme Court, a magistrate's court or a native court. The finances of a Planning Authority may be managed by the Authority itself, or as part of general revenue, as the Governor in Council may direct; a Planning Authority managing its own finances may, with the approval of the Governor in Council, require the appropriate authority to levy rates, or may itself levy and collect a planning rate. Provision is also made for annual estimates and accounts.

Developments in the Cameroons is specially dealt with in two Ordinances. The Ex-Enemy Lands (Cameroons) Ordinance (No. 38) begins by reciting that it is deemed expedient that certain lands situate in the Cameroons, and now vested in the Custodian of Enemy Property, should be bought by the Governor, in order that they "may be held and administered for the use and common benefit of the inhabitants of the said territory". It then authorises the Governor to buy such lands, which shall vest in him as native lands within the meaning of the Land and Native Rights Ordinance, and to lease all or any of such lands to the Cameroons Development Corporation.

The Cameroons Development Corporation Ordinance (No. 39) establishes a Corporation, consisting of a chairman and not more than eight or less than five members to be appointed by the Governor, with power to hold land, to enter into contracts, to borrow or invest money and to employ a staff. Its functions are set out at length. They include:

- (a) cultivation and stock-raising;
- (b) the construction, maintenance and improvement of communications and the operation of transport undertakings;
- (c) dealing in merchandise and produce of all kinds as producer, manufacturer, importer or exporter;
- (d) provision for the religious, educational and general social welfare of its employees;
- (e) research and experimental work.

The accounts, after auditing, together with a report on the operations of the Corporation, are to be submitted annually to the Governor, and laid on the table of the Legislative Council. All profits made by the Corporation after payment of expenses and allocation to general or special reserve are to be applied for the benefit of the inhabitants of the Cameroons under British mandate in such manner as the Governor may determine.

The Nigerian Ex-servicemen's Welfare Association Ordinance (No. 32) establishes an Association charged with generally furthering the interests and welfare of ex-servicemen of African descent resident in Nigeria. The Nigerian Ex-servicemen's Welfare Association (Vesting of Certain Charitable Funds) Ordinance (No. 33) vests various separate funds in the Association, and extinguishes the existing trusts.

The Increase of Rent (Restriction) Ordinance (No. 1) gives permanent

effect to restrictions which had previously been imposed by Regulations under the Emergency Powers (Defence) Acts.

The Minerals Regulations (No. 4) made under the Minerals Ordinance, 1945, lay down the procedure on application for a prospecting right, an exclusive prospecting licence, a mining right or a mining lease, and the obligations of grantees, which include a minimum annual expenditure on prospecting of £100 per square mile under an exclusive prospecting licence, and the employment of a minimum number of persons, or horse-power equivalent, varying with the class of lease, under a mining lease. Other matters provided for include rents and royalties, accounts, plans and monthly annual returns.

The Safe Mining Regulations (No. 5) also made under the Minerals Ordinance, 1945, provide for a variety of matters, including the supervision and adequate fencing of dangerous machinery, the storage and use of explosives, and the special precautions required for open-cast and alluvial mining and underground mining. Cross-headings of the part dealing with underground mining are: Fire; Shafts; Winding; Haulage; Dredging; Coal-mines. The maximum penalty for a breach of any of the regulations is a fine of £200 or imprisonment for two years, or both.

The Immigration Regulations (No. 38) made under the Immigration Ordinance, 1945, lay down conditions of entry into Nigeria for non-natives and native foreigners, and came into force on the date on which the Immigration Ordinance, 1945, came into operation—namely, the 1st January, 1947.

There was extensive subsidiary legislation made under the Children and Young Persons Ordinance, 1943, during the course of the year. The Children and Young Persons (Approved Institutions) Regulations (No. 26) provide for the control and discipline of the inmates and for the inspection of such institutions.

The Children and Young Persons (Remand Homes) Rules (No. 3), made under the Children and Young Persons Ordinance, 1943, provide for the organisation of Remand Homes, including medical arrangements for the health of the inmates, and for their inspection by visiting committees, which must include a sufficient number of women members to ensure continual supervision by women members.

The Juvenile Court Rules (No. 5), made under the same Ordinance, provide for the appointment by the Chief Justice of a panel of persons to sit with a magistrate for the purpose of constituting a Juvenile Court for any district. Not more than two members of the panel, of whom one shall if possible be a woman, will sit at any time; the decision of the majority is to be the decision of the court, except on matters of law, where the magistrate's decision is to be the decision of the court. The Rules also lay down the procedure for the trial of offenders and for care and protection cases.

With the expiry of the Emergency Powers (Defence) Acts and the Regulations made thereunder, it was necessary to secure the continuation of certain Defence Regulations by Orders made by the Governor in exercise of powers conferred by the Supplies and Services (Transitional Powers) Act, 1945, by virtue of the Supplies and Services (Transitional Powers) (Colonies, etc.) Order-in-Council, 1946. The pertinent Orders

are the Defence Regulations (Supplies and Services) Retention Order (No. 3). It was subsequently possible in the Defence Regulations (Supplies and Services) Revocation Order (No. 10) and the Defence Regulations (Emergency Laws) Revocation Order (No. 11) to revoke certain of the retained Defence Regulations dealing with industrial disputes and employment in essential works.

Chapter IX : Justice, Police and Prisons

With the exception of Lagos Township, which has no Native Courts, two sets of courts function side by side throughout the Territory. These are the Supreme Court and Magistrates' Courts, which primarily administer English Law and, on the other hand, the Native Courts, which primarily administer Native Law and Custom. The Supreme Court sits as a court of first instance, and as a court of appeal from Magistrates' Courts and such Native Courts as may be prescribed. Subject to certain reservations, its original jurisdiction may not be exercised in any case relating to land, marriage, family status, or the succession to property which comes within the jurisdiction of a Native Court ; and the jurisdiction is completely excluded in any case over which a Native Court has exercised or is exercising any of its own jurisdiction ; see the *Alake of Abeokuta's* case below.

The same limitation is imposed on the original jurisdiction of Magistrates' Courts, which is further limited to personal actions for specified amounts varying from £25 to £200, according to the grade of the Magistrate concerned, and, on the criminal side, to the infliction of punishments similarly restricted. As regards area, a Magistrate's jurisdiction is exercised within one or other of the Magisterial Districts into which the country is divided. Where it is so prescribed, the Magistrate sits on appeal from Native Courts.

The jurisdiction of Native Courts is limited in subject matter and degree according to grade. The limit for money claims in the lowest grade is £25 ; in the highest grade there is no limit. All courts have full jurisdiction in matters relating to native marriage and succession where there is no money claim, and such jurisdiction over land cases as is stated in the warrant constituting each court. Punishments ranging from three months' imprisonment to death may be inflicted. As regards persons, the jurisdiction is limited to Africans.

The law applied in the Supreme Court and Magistrates' Courts is that in force in England on 1st January, 1900, as modified by local legislation and by Imperial Acts extending to Nigeria. The courts may apply such native law as is not repugnant to natural justice, equity and good conscience, or to any other law for the time being in force, and must do so where the parties are natives, unless it appears that the transaction was one intended to be governed by English law, or was one unknown to native law.

The law administered in a Native Court is the native law and custom prevailing in the area of the court's jurisdiction, together with any subsidiary legislation enacted by a Native Authority and in force in the same area, and such Ordinance as the court may be authorised to enforce by order of the Governor. The application of native law and custom is

subject to its not being repugnant to natural justice or morality, or the provisions of any enactment; see the Note on *Bornu Native Authority* versus *Abakka Magudama*, below. There are thus considerable local variations in the law applied in Native Courts. This is particularly true of the Southern Provinces; over the greater part of the Northern Provinces the native law which is administered is Mohammedan law of the Maliki School.

Juvenile Courts.

Juvenile Courts were established in Lagos and Calabar in July, 1946, under an Ordinance which follows closely the provisions of the Children and Young Persons Acts. The courts are constituted by a qualified Magistrate as Chairman sitting with lay magistrates chosen in rotation from a panel. They deal not only with offenders, but also with children in need of care and protection, and have power to make corrective and other orders for the child's benefit, as well as to inflict punishment.

Cases, General.

Of the criminal cases brought before the courts administering English law, the great majority are concerned with offences against property or the person. Offences against public morality are extremely rare. Of offences against property, those involving fraud are naturally rarer in the more primitive parts of the country than in the more urban centres. During 1946 the Supreme Court and the Magistrates' Courts in Opobo and Abak have been kept very busy investigating and trying murder cases connected with the "Leopard Society" among the Ibibios in the Eastern Provinces, and a Judge has been specially assigned to hear these cases since October.

Among civil cases in the same courts, land cases are frequent and long-fought, not only in Lagos, where there is no Native Court, but also in many places in the Protectorate where the jurisdiction of the Native Court is limited, or the case comes before the Supreme Court on appeal. Among civil cases of other kinds there is a notable absence of road accident cases. Company law finds little application, and Bankruptcy law is unknown. Probate and Divorce matters are still, in practice, very largely confined to Lagos. Rent restriction has been enforced in the courts since February in some urban centres, but the litigation is not nearly so voluminous as in England; and Workmen's Compensation cases are also of comparatively rare occurrence.

Particular Cases.

Perhaps the most interesting case decided in 1946 was *Bornu Native Authority* versus *Abakka Magudama*. In this case the defendant was convicted by a Native Court applying Mohammedan law on evidence which, under that law, established the commission of an offence punishable with death; and the death sentence was pronounced accordingly. The evidence in a court administering the English system of law would have been sufficient to found a verdict of manslaughter only, not murder. The defendant appealed to the Supreme Court, and then to the West African Court of Appeal. It was held by the Supreme Court and by two of three judges sitting on the West African Court of Appeal, that the finding of the Native Court, being in accordance with the principles of Mohammedan

law, ought not to be upset. The third Judge in the West African Court of Appeal, dissenting, held that the conviction ought not to be upheld, as being contrary to the provisions of a certain enactment—viz., the Criminal Code of Nigeria, which enacts for Nigeria in codified form the English law relating to homicide.

The West African Court of Appeal also decided a point of importance in a case brought against the Alake of Abeokuta and others in which an appointment to a certain chieftaincy was challenged. The case came on appeal from the Supreme Court, where it had been commenced, and it was argued for the appellants that the Supreme Court had had no jurisdiction to entertain it. The section of the Supreme Court Ordinance which confers jurisdiction on the Supreme Court begins with the words "Subject to such jurisdiction as may for the time being be vested by Ordinance in Native Courts, the jurisdiction by this Ordinance vested in the Supreme Court, shall include . . ." It then proceeds to define the jurisdiction conferred; and it concludes with a proviso whereby the jurisdiction is not to be exercised in land cases and other specified matters subject to the jurisdiction of a Native Court. The Court of Appeal held that the proper construction of the opening words of the section was not to oust the Supreme Court's jurisdiction in all cases which might lawfully fall within the jurisdiction of a Native Court, but only where a Native Court had actually exercised, or was actually exercising, its jurisdiction in the matter.

The Native Court system has been subjected to some criticism in recent years both from the legal profession, who are debarred from representing their clients in the Courts and therefore have little experience of their actual working, and also from the Press, in whose general attack on the whole system of Indirect Rule strictures on the Native Courts have occupied a prominent place. Speaking generally, however, it can be stated with confidence that in most parts of Nigeria the Native Courts provide an easily understood, comparatively inexpensive and expeditious standard of justice suitable to the traditions and general cultural level of the mass of the people for whom they cater. An interesting sidelight on the introduction of the system of indirect rule into the Colony area was the steady and voluntary drift of cases from the Magistrate Courts to the new Native Courts which early set in. This by no means implies that there is no room for improvement and that this aspect is not kept under constant review. In the Western Provinces the smaller and more remote courts in particular are apt to be defective in procedure, even when their actual judgements are sound on the facts, and increasing supervision is necessary if this tendency is to be corrected. This should be possible on a more adequate scale than in recent years now that the administrative staff position is showing signs of improvement. But the area in which the Native Court System is seen at its weakest is indisputably the Eastern Provinces, where the lack of a system with any deep roots in local tradition has led to the adoption of a number of experiments in an effort to arrive at practicable working arrangements. The early system of warrant Chiefs appointed by Government broke down in the chaos of the women's riots in the Owerri and Calabar Provinces in 1929, and was followed by the establishment of massed benches of judges akin to the people's indigenous methods of settling local disputes. These benches proved much too unwieldy to cope satisfactorily

with the great volume of litigation under modern conditions, and over a period of years several means have been adopted of bringing about a substantial reduction in the number of sitting members. An improvement has resulted in the standard of the courts, but it still remains true that the Native Courts in the Eastern Provinces constitute one of the most difficult problems in the future development of the Indirect Rule system.

POLICE

The Nigeria Police Force is distributed throughout the Colony and Protectorate of Nigeria, and the Cameroons under British Mandate. There are 111 police stations and sub-stations: eighteen in the Colony Area, twenty-four in the Western, forty-one in the Eastern and twenty-eight in the Northern Areas.

In the Northern Provinces a considerable part of the police work is carried out by Native Administration Police Forces to which officers of the Nigeria Police have been seconded for organisation and training.

In the Eastern Provinces there are no Native Administration Police, and prevention and detection of crime are carried out solely by the Nigeria Police.

Native Administration Police Forces exist in the Western Provinces, but as the total establishment of these is only 556, most of the police work is carried out by the Nigeria Police Force.

Establishment Strength.

The establishment of the Force, excluding the Fire Brigade, on the 31st December, 1946 was:—

Commissioner	1
Deputy Commissioner	1
Assistant Commissioners	3
Superintendents	27
Senior Assistant and Assistant Superintendents	64
Bandmaster	1
Inspectors and Sub-Inspectors	70
Rank and File	4,615
Members of the Clerical Branch	100
	<hr/>
	4,882
	<hr/>

In addition, there was a supernumerary establishment of seventy-five rank and file, approved by Government for the resettlement of ex-servicemen.

CRIMINAL INVESTIGATION DIVISION

Organisation and Establishment.

The Criminal Investigation Division is a branch of Headquarters. It is divided into Administration, Records, Investigation, Special, Fingerprint and Criminal Record Sections. In addition, there is a well-equipped laboratory and photographic section, which can effectively deal with subjects such as the identification of handwriting, type-writing, firearms used in the commission of crime, etc.

Its personnel undertake the investigation of difficult cases, and cases of

major importance in the Northern and Southern Provinces. In practically every case they handled in these Provinces during the past year they met with success, and requests for their assistance are rapidly increasing.

Finger-print Bureau.

During 1946, 15,809 sets of finger-prints were classified and searched. The percentage of identifications is 23 per cent. This represents a slight increase, and favourably compares with the percentage of identifications made by Scotland Yard. The number of finger-prints filed in the bureau is approximately 127,000, and is increasing at the rate of approximately 16,000 yearly. During the past year new offices have been built, and the Finger-print Bureau and the Criminal Record Office are in one building, together with the Scene of Crime Collection and Single Finger-print System. The last two are new additions which it is hoped will greatly increase the efficiency of the Bureau.

C.I.D. Courses of Instruction.

Photographic courses have been held throughout the year for the rank and file from the Provinces. Apart from these courses, personnel from Native Administration Police have been sent to the C.I.D. for courses covering all spheres of Criminal Investigation.

CRIME—GENERAL REVIEW

Comparative statistics of cases for 1945 and 1946 are as follows :—

(a) *Crime* :—

	1945	1946
Cases reported	34,890	35,740
Cases classified as trivial	5,045	5,314
Cases transferred to Native Court	904	1,122
Cases dealt with by Police	28,941	29,304
Convictions	13,122	11,875
Acquittals	2,179	1,956
Awaiting trial	1,921	2,526
Under investigation or closed as undetected	11,719	12,947

(b) *Value of property stolen and recovered* :—

	1945			1946		
	£	s.	d.	£	s.	d.
Value of property stolen	142,461	2	4	176,058	8	2
Value of property recovered	27,326	13	10	28,359	14	5

(c) *Detailed comparative tables of crime are as follows* :—

	Offences against person		Offences against property		Other offences	
	1945	1946	1945	1946	1945	1946
(i) Adults	4,054	4,799	19,124	19,346	5,763	5,159
(ii) Juniors under 14 years	84	80	406	248	67	42
(iii) Seniors over 14 years but under 17	112	86	357	325	90	77

The increase under (c) (i) may be due in some measure to the aftermath of war, and is consistent with conditions prevailing throughout the world. The decreases under (c) (ii) (iii) may be due to the increasing influence of social welfare work. There were no cases of outstanding interest during the year except the leopard murders, which affected the Opobo, Abak and Uyo Divisions of Calabar Province, an area of approximately 300 square miles. Early in 1946 a police contingent of three officers and 150 rank and file were operating in the affected area, and in August, 1946, the strength was increased to four officers and 200 rank and file. Up to the end of the year 157 persons were known to have been killed by the leopard method, and investigations showed that the Idiong Society of diviners was to some extent behind the majority of the murders. This Society has now been prohibited. Police efforts have not yet succeeded in stopping the murders, but in the first few months of the year there were indications that they were gradually being reduced, and it is hoped that there will be a steady improvement in the position in 1947.

(d) *Prosecutions under Local Ordinances.*

Comparative figures are quoted for the period January–December, 1945 and 1946:—

	1945	1946
Total cases	6,373	5,641
Cases convicted	5,672	5,066
Cases acquitted	280	236
Cases awaiting trial	334	282
Cases under investigation and cases closed and undetected	87	57

GENERAL

The task of training Native Administration Police Forces is now undertaken by officers of the Nigeria Police, and a Superior Police Officer has now been posted to each of the following Forces: Abeokuta, Ibadan, Ilorin, Jos, and Kano, while the Officers stationed at Benin, Ijebu-Ode, Minna, Kaduna, Lokoja, Yola, and Zaria supervise the work of the Local Native Administration Police. Once the new Training Schools have been erected, all Native Administration Police recruits will go through a recruits course almost similar to that now undergone by Nigeria Police recruits.

PRISONS

There are, in all, 114 Government and Native Authority prisons in Nigeria. The former are administered by officers of the Prisons Department, or, in the cases of the smaller establishments, by officers of the political service. The latter are administered by Native Authorities themselves under the supervision of local political officers, but the Director of Prisons is responsible for their general conduct.

It is not proposed, in this short report, to include anything more than the essential statistics necessary to give a clear picture of our penal administration. About 27,000 persons are committed to Government prisons annually, and, of these, roughly 8,000 are either on remand or awaiting trial. Of the convicted population of approximately 19,000

fewer than 600 are serving sentences of more than two years ; the number of recidivists in custody is roughly 1,800, and the number of women received annually is less than 2,500. These simple figures may not at first appear to have much significance, but it is considered that they indicate more accurately the extent of serious crime in the Territory than the voluminous detailed statistics issued from time to time. It can be said that crime is not a profession in Nigeria, and a considerable number even of the prisoners serving sentences of more than two years are first offenders.

It is, of course, not to be expected that methods of penal administration in Nigeria should be found to be up to date, nor can the system, as it exists, be compared with those of more advanced countries ; but notable advances have been made in the past few years in the material aspects, such as health, food, employment and the like. Unfortunately, equivalent progress has not been made in other directions, and we have perhaps lagged behind on the reformative side of prison work. The department was severely handicapped throughout the war years, but conditions have improved considerably of late, and many administrative changes are contemplated in the new financial year 1947-48. Not the least are schemes such as the payment of wages to selected long-term prisoners ; the employment of paid whole-time After-Care Officers for rehabilitation work ; the appointment to convict prisons of paid Chaplains who will organise religious instruction, and arrangements whereby the relatives of prisoners who have served long periods may travel at Government expense to visit them. Reference must also be made to impending changes in the warders' conditions of service. In addition to the pecuniary benefits they gained recently as a result of the Harragin Commission Report, the number of senior posts has been considerably increased, and promotion will in consequence be accelerated. Lodging and other allowances have been introduced, and a Warders' Training School has been established.

A convicted person whose sentence exceeds one month may earn remission equal to one-third of his sentence. In 1939 it was one fourth, but when the prison population rose sharply after the first year of war it was considered expedient to grant a more liberal remission rate, in order to reduce overcrowding, which had reached dangerous proportions. As the prison population is still regarded to be in excess of the accommodation available, it is unlikely that any changes in the present system will be made for some considerable time. There can be no doubt that the remission system generally is a powerful incentive to good conduct, if not to industry, and the average Nigerian prisoner much appreciates this statutory indulgence. The prison staff appreciate it just as much, because experience has taught them that it is the best method of preserving discipline yet devised.

The question of labour in our prisons raises many difficult problems which are under close consideration. Instruction in the trades inculcates habits of industry, and is most desirable, but it is quite obvious that in the case of a short-term prisoner the only possible employment is unskilled labour, as there is not the time to teach him even the rudiments of a trade. The result is that the majority of prisoners are employed extra-murally on the upkeep of the stations and grass-cutting. This labour generally (but not necessarily) involves a certain amount of hard physical exertion,

and no doubt possesses deterrent qualities. In the case of prisoners serving long sentences, however, every effort is made to employ them usefully, and there are available technical instructors in all the convict prisons in which this class of prisoner is found.

The diet scales in force in both Government and Native Administration Prisons have been arrived at after careful and expert examination, and experience has taught that they serve their purpose well. Many prisoners gain in weight after the first few weeks of imprisonment, but if there is any evidence of a general loss of weight, or a general tendency to deficiency diseases in any prison, the Medical Officer is empowered to alter the diets without regard to costs.

Prison Discipline.

Every offence committed by a prisoner must be dealt with by a superior officer in the first place, and in no circumstances are warders, no matter how senior they may be, permitted to award punishments. Minor offences usually entail the loss of a few days remission, or a period on reduced diet; but in the case of serious offences such as mutiny, assaults upon officers of the prison, or offences of special gravity it is considered necessary to resort to corporal punishment. During the past few years it has been found possible to reduce considerably this form of punishment, and it may be of interest to record that the average number of whippings for prison offences in each large convict prison in 1946 was three. Mechanical restraints such as leg-irons or body-belts are used sparingly, and never as a punishment. They become necessary at times to restrain temporarily violent persons who may do harm to themselves or to officers of the prison, and they are sometimes applied to dangerous criminals for security reasons.

Young Offenders.

Important changes have been effected in the treatment of child offenders during the past few years, and the subject of juvenile delinquency now receives the attention it deserves. The imprisonment of children and young offenders is clearly contrary to public policy, and particularly so in Nigeria, where they rarely commit serious crimes. There are, at the moment, two Approved Schools administered by Government, and every effort is made to approximate these institutions to ordinary schools. Such resemblances to prisons as high security walls and barred windows have been avoided, and the lads are often permitted to walk into the towns unattended. The reason for this is to train them in habits of self-control, and few of them have so far abused the privilege. The forms of occupation have been chosen with the object of giving the boys at least the rudiments of some trade which will help them in discharge. Carpentry and blacksmith's work often furnish valuable training, which is of use in every part of Nigeria, and they are in consequence the chief industries taught. The system of after-care to be exercised over discharged boys is considered to be of special importance, and employers of labour have on the whole been generous and helpful. Many of the lads who have passed through the "shops" of the Enugu school are now earning their own living at the trades they have been taught without even official support, although it is always at their disposal.

Chapter X: Public Works and Utilities

The main public utility services in Nigeria are Electricity and Water Supplies, some details of which are given below :—

Water Supplies.

The twenty-eight major water supplies, fifteen Government owned and thirteen owned by Native Administrations, operated efficiently throughout the year under review, supplying an average of 8·8 million gallons per day to an estimated population of 1,300,000. At those water supplies at which full treatment is undertaken a continued high standard of purity was maintained. Costs remained reasonable despite the increased cost of labour and materials. The capital value of the undertakings is approximately £1,180,000. Operation and maintenance costs are approximately £83,900 per annum, with a revenue of about £140,000 per annum. In addition, there are several small supplies in operation maintained for the purpose of supplying water to agriculture, veterinary stations and hospitals. Practically all supplies were called upon to meet increased consumption during the war years, and in nearly all cases these were met. One major supply at Ibadan was completed and brought into operation in 1943. This is supplying a population estimated at over 250,000. The capital cost of this scheme was in the region of £160,000. During 1946 work was commenced on major supplies for Minna and Warri under the C.D. & W. Scheme, and these are making good progress. Investigation, surveys and plans are in progress for a further eight new schemes and for extensions to a number of existing schemes. In the field of rural water supplies good progress was maintained in the sinking of open wells, but in both urban and rural water supplies the lack of staff and delay in delivery of materials are having a marked effect on progress.

Electricity Supplies.

In December, 1940, the Ibadan Native Administration Electricity Undertaking started operating. This makes the fourth undertaking to be owned and operated by a Native Administration, in addition to ten undertakings operated direct by Government. Of the latter, two at Jos and Vom purchase current in bulk from the Nigerian Electricity Supply Corporation, for distribution to consumers. The aggregate installed plant capacity of the remaining eight undertakings is 18,470 kilowatts, and of the four Native Administrations 3,000 kilowatts. During the year 1945-46 a total of 29,409,000 units were generated by the Government-owned undertakings and 6,380,000 units by the Native Administration undertakings. This represents an overall increase of some 16 million units over the output in 1939 (or 81 per cent.).

The largest undertaking is in Lagos, where considerable extensions and improvements have been made by the installation of two 5,000-kilowatt turbo-alternator sets. Investigations are being made as to the possibility of hydro-electric development in the Cameroons. Provision of electricity supplies is also being investigated under the Colonial Development and Welfare Scheme. Some forty new installations are contemplated over the next ten years, to cost £1,700,000.

There are, however, several other important activities covered by the Public Works Department, particularly in the matter of construction and maintenance of public buildings and officers' quarters. This activity was expanded enormously during the war years, when it became necessary to erect barracks, camps, stores, and hospitals for the Armed Forces, involving an expenditure running into several millions of pounds. Since the war ended the work for the Armed Forces has gradually dwindled to practically nothing, but the Department has had to contend with very large arrears of building work for civil needs in the provision of quarters, offices, police barracks, court buildings, extensions to hospitals, etc., and, in addition, work was started on a considerable building programme for development, which will amount to some £8 million spread over the next ten years.

Of the larger items in progress the following deserve mention :—

A fire-station and quarters for the Fire Brigade at Ebute-Metta near Lagos were completed at a cost of £11,446.

Work on the colliery housing scheme at Enugu proceeded, and will shortly be completed at an overall cost of about £112,000.

The African Hospital at Victoria was nearly completed, at a cost of some £58,000.

An extension to the secretariat in Lagos is nearing completion at an estimated cost of £30,000.

Work was started on a number of catering rest-houses. These are intended primarily to provide for travellers by the internal air service who cannot move about self-contained, but the facility is being extended to many other stations, irrespective of air travel. Work was also started on buildings and quarters for civil aviation needs. Other Departmental activities cover the stores at Ijora, where materials up to £750,000 in value have been handled in a year, principally for the use of the Department, but also in a large measure for the use of Native Administrations and to other Departments.

The capacity of sawmills at Ijora, which have been in existence for many years, have been strained to the uttermost during the war years supplying not only Departmental needs, but the demands of the Armed Forces, the railway and other Departments. Output at peak period averaged some 50,000 cubic feet of converted timber per month, and issues included materials for some 50 miles of standard military hutment for Sierra Leone, quite apart from Nigerian requirements. The workshops at Ijora also supplied furniture for the military buildings, as well as for Departmental needs.

The Department has maintained its own fleet of motor vehicles, but with the large programme of works has had to rely very much on hired transport, especially in view of the difficulty of obtaining new vehicles. Now that the war is over and civil production is under way, new vehicles are beginning to come forward, and it should be possible gradually to build up transport fleet adequate for the development needs. New mechanical workshops are being built at Ibadan, Kaduna and Port Harcourt as part of the development plan, and this programme will later be extended to some of the other main stations, such as Jos and Enugu.

One of the main problems the Department has had to face has been that of staff. Early in the war a number of engineers were called up in the

local Forces, and although most of these were subsequently released, the extra work imposed by military needs caused a strain on existing staff. About 1942 assistance started to come from the Royal Engineers, and later from the Air Ministry Works Department, who helped very considerably with personnel over the more pressing needs of barracks, hospitals, aerodromes, etc. At the period of maximum intensity some forty to fifty Army and Air Force European personnel were assisting the Department in this way.

Since the war the Forces personnel have gone, and a recruitment drive has been in progress to obtain extra civilian staff to deal with the programme of Development works. Success in this respect has been varied, the main difficulty being to obtain engineers. In no respect, however, can results really be said to have been encouraging, and on the 31st March, 1946, the European Staff of the Department was no fewer than 100, or 30 per cent, under strength. Since then there has been no appreciable change.

A considerable volume of works undertaken by Native Administrations is under the supervision of officers of the Department. In general such work is carried out as a part of their normal duties.

Chapter XI: Communications

ROADS

The following table shows the total mileage of roads in Nigeria :—

	1939	1946
<i>Government-maintained roads :—</i>		
Bituminous surfacing }	5,901	595
Gravel or Earth surface }		5,651
<i>Native administration roads :—</i>		
Bituminous surfacing }	15,115	28½
Gravel or Earth surface }		18,928
<i>Townships :—</i>		
Bituminous surfacing }	201	82
Gravel or Earth surface }		149

The increase in the mileage of Government maintained roads, 345 miles, is largely due to routes constructed to facilitate Army movements during the war. These include the completion of several gaps in the main trunk routes as follows :—

Kusheriki–Birnin Gwari on Route Lagos–Kano.

Lafia–Akwanga on Route Port Harcourt–Jos.

Abuja–Keffi on Route Lagos–Jos.

A road was also constructed from Maiduguri to Fort Lamy through most difficult country subject to annual inundation. This road provided direct communication with French Equatorial Africa, and then to South Africa and East Africa.

Another important continental route which was completed at a later stage in the war was the connection from Lagos via Dahomey to Accra.

In 1946 further progress was made with the road communication with the Cameroons, in particular with the gap in the road between Victoria and Bamenda—the Kumba–Mamfe Road. Progress was also made with the links between Bansara and Mamfe, and Calabar and Mamfe, which, when complete, will provide road connection from the Cameroons to Enugu and the rest of Nigeria.

A considerable programme of road construction and improvement under the Colonial Development and Welfare Scheme was under way in 1946. The most important item now under construction is the Lagos–Ikorodu Road, which will provide a more direct outlet from Lagos to Ibadan, Ijebu-Ode and Benin.

In addition, work was started on the construction of the Mokwa–Kontagora Road, Yola–Wukari Road, Shagamu–Asha–Ibadan Road, which when complete will shorten the distance to be travelled between Lagos and Ibadan and other points north, and also the Ijebu-Ode–Benin Road.

The provision of bituminous surfacing to the more heavily trafficked roads was extended, and a further seventy-two miles were completed.

The provision of financial assistance to Native Administrations for maintenance of Trunk Roads B has been extended, and in 1946 grants totalling some £7,000 were made in respect of 2,042 miles of road.

AERODROMES AND AIR SERVICES

A considerable aerodrome construction programme was carried out during the war, to which His Majesty's Government contributed some £1,500,000; and thirty landing-grounds are now available, all of which are serviceable throughout the year, except that a few of those less frequently used may be closed during and following heavy rains. On the cessation of hostilities an internal air service was operated by the R.A.F., but was suspended in June, 1946, due to lack of meteorological facilities. When these improved, a twice-weekly service was reopened by the Nigerian Government in December, using aircraft (Dakota) chartered from B.O.A.C. The service operates twice weekly in each direction for the route Lagos–Port Harcourt–Enugu–Jos–Kano carrying passengers and mails. The B.O.A.C. Coastal Route Air Service to the U.K. continues to operate thrice weekly. By an Order in Council dated May, 1946, the West African Air Transport Authority was constituted for the control and development of commercial civil aviation in British West Africa. The same Order in Council authorised the formation of the West African Airways Corporation to operate services between and within the West African Colonies. Aircraft have been ordered, and delivery is expected about the middle of 1947. Regular Sabena and Air France services are operating with D.C.4's (Skymasters), connecting West Africa with Brussels and Paris, and using Nigeria's two main aerodromes, Lagos and Kano. The B.O.A.C. Service to the Middle East via Maiduguri and Khartoum was closed down in June, 1946, and has not yet been restarted.

NIGERIAN RAILWAY

Locomotives, passenger coaches, goods wagons, and manufactured spares ordered as far back as 1943–44 are still awaited, and the railway finds

itself unable to meet all demands upon it for the movement of coal, produce and other goods, as well as passengers. Political and industrial unrest also prejudice the production efficiency and power of movement of the railway.

In spite of all these difficulties, the Nigerian Railway has carried a heavier tonnage of goods than in any other year with the exception of 1944-45, when the tonnage lifted was approximately the same—that is to say, just over 1,300,000 tons. It has earned a record revenue of £4,700,000 approximately. Unfortunately, expenditure has risen to an even greater extent. Operating expenditure has doubled itself since 1939. Salaries and wages alone have increased by £1,250,000 per annum since 1941.

Indents which have been and are being placed for locomotives, rolling-stock, steel-work, etc., total about £5 million for delivery within four years, and these indents are quite apart from the normal ones for the maintenance and operation of the railway. This in time should restore its equipment, which has suffered so severely from the heavy traffic and increased maintenance of the last seven years. The future efficiency of the Nigerian Railway as a carrier of many commodities, notably oilseeds, so urgently required in the United Kingdom and Europe, depends upon quick delivery of this equipment.

The relaying of the 160 miles of track between Jebba and Minna with new 60-lb. rails and sleepers of local timber is progressing reasonably well. Relaying—which actually commenced in February, 1945—was originally estimated to progress at the rate of 52 miles per annum; up to the end of March, 1947, 95 miles had been completed. Unfortunately, unless some improvement takes place in the very near future in the recruitment of civil engineers, this work—together with other new works—will have to be closed down.

POSTAL SERVICES

Expansion of postal services has continued throughout the year, and there are now 125 Post Offices and 331 Postal Agencies. External mails carried by sea have been irregular both in arrival and departure, but apart from a few weeks interruption during June and July and some dislocation at Christmas time, the thrice-weekly external service to and from the United Kingdom, operated by B.O.A.C., has been regular throughout the year. Internal mails are carried by rail, road, or river, outlying Post Offices being served by carrier or canoe transport. An internal airmail service was run by the R.A.F. until June, when it was discontinued. An interim service run by the Nigerian Government was started on 20th December. Preparations have been made for a more complete service.

TELEGRAPHS

Telegrams are now accepted at 116 offices. The main telegraph transmitting offices are at Lagos, Enugu and Kaduna, and these offices are inter-connected, so that a breakdown on one line will not interrupt traffic. Landlines are also supplemented by wireless channels. The existing telegraph system, however, is quite inadequate for the amount of traffic handled. The total number of telegrams handled in a year, which never reached a million before the war, is now approaching the two million mark,

and in spite of the additional wireless channels there are serious delays. Owing to the war, it has not been possible to obtain and instal the necessary apparatus for dealing with the increased traffic.

TELEPHONES

There are now fifty-nine telephone exchanges in Nigeria, and the number of telephone subscribers is growing. Growth has been restricted during the war years, and it is expected that there will be considerable progress as soon as equipment and line material arrive. The trunk telephone system is still divided into three main zones, roughly corresponding with the groups of Provinces—Western, Northern and Eastern. Communication within these zones is fairly good, but there are no inter-zone trunks available yet. The general development of the trunk-telephone system has been held up by the war, but considerable work has been done in the preparation of plans.

AVIATION WIRELESS

In addition to the wireless stations operated for ordinary telegraph traffic, there are aeronautical stations at Lagos, Oshogbo, Kaduna, Kano, Maiduguri, Jos, Yola, Port Harcourt and Enugu, with direction-finding equipment at the main stations. A large amount of this has recently been taken over from the R.A.F. Services given include communication with aircraft, aids to navigation, exchange of operational messages with other Nigerian and West African stations and with South and East Africa, French West Africa and Europe, and also collection and broadcasting of meteorological information.

BROADCASTING

No broadcasting station has been installed, but some experiments have been made, which will be developed when more staff is available. The number of receiving sets licensed is considerably less than before the war. This is partly due to the difficulty of obtaining sets, but it is also probable that there are a number of unlicensed sets in the country. The number of sets in use is likely to increase as supplies become easier.

RADIO DISTRIBUTION SERVICES

The relayed wireless service is now available in Lagos, Abeokuta, Ibadan, Zaria, Kano and Port Harcourt, and is being installed in several other towns. The total number of subscribers is 5,006. The service appears to be popular, and its development is restricted only by shortage of materials and staff.

P.O. SAVINGS BANK

The Savings Bank continues to show an increase. The total number of depositors is now 128,978, and the amount standing to their credit is £1,889,447. Savings Bank facilities are now available at all Post Offices.

Chapter XII: General

GEOLOGICAL SURVEY

During 1946 the activities of the Geological Survey showed considerable increase, though staff was still well below half the establishment. A new office was opened on the plateau having as a main object mineral development.

In general, geological work was strictly confined to mineralised areas. In each of these areas the outstanding scientific problems were, however, given due consideration. For example, on the Ife-Ilesha goldfield the origin of the old granites and gneisses received particular study, whereas on the Plateau tinfield the old gneisses and schists were grouped together for the present, and the younger granite suite was concentrated upon because of its relation to the tin. In Kabba the mapping was concerned with the basic geology of an area which contains tin, tantalite and gold, and the investigation was of a more general nature. Very detailed scientific work was carried out in the Liruei'n Kano tin-wolfram-columbite area, though the economic aspect may by no means be disregarded.

Attention was given to the country west of the Udi coalfield. Formerly it had been thought that the coal measures on the top of the Udi Plateau were the same as those from which coal is won at Enugu. The Annual Report for 1941 cast doubt on this conclusion, and during the present year it has been established that they belong to a somewhat younger or upper series of coal measures, distinct from those at Udi.

Studies were commenced of mineral occurrences of gold, tin and lead-zinc. In the case of the latter, new aspects of the geological structure were considered at the best-known lead-zinc occurrences, which led to the locating of a new vein at Zurak, and the principle applied may have wider applicability in Nigeria. Lead-zinc occurrences are widespread in the Lower Cretaceous of Nigeria, and a better understanding of their mode of occurrence may lead to further discoveries.

Mineralogist's and Laboratory Report

The Mineralogist arrived in Nigeria on 17th July and, apart from two short visits to the Jos area, spent the remainder of the year at headquarters.

It was found desirable to spend a considerable amount of time in reorganising and planning in the laboratory. The large quartz spectrograph was received in August, and considerable progress has been made in its installation. For the arc method of spectrum excitation D.C. current is required, and this has involved the construction of suitable housing and the installation of a generator. It is expected that the instrument will be in operation within two or three months. Among the problems of interest which will be investigated with the aid of the spectrograph are: the nature and quantities of trace elements in Nigerian cassiterite, columbite-tantalite and wolfram and their possible correlation with source and mode of origin; examination of trace elements as the possible cause of the magnetic character of "magnetic tinstone", the determination of the $\text{Cb}_2\text{O}_5/\text{Ta}_2\text{O}_5$ ratio in fine-grained concentrates and employing small quantities of material, and the identification of complex minerals of the

rare-earth, earth-acid and radio-active elements, even when such minerals are present only in minute quantity.

A number of assays for gold and silver were made for Messrs London and African Mining Trust, Limited, during August, and a preliminary examination of a number of samples from the recently discovered coal occurrence in Benin Province was in hand at the close of the year.

Complete chemical analyses were made of two rock samples in connection with the work of the Senior Geologist, on the Liruei'n Kano intrusive complex. One of the rocks already analysed is a fayalite-quartz porphyry, and it is interesting to record that further examples of this very unusual rock type have recently been collected by the Mining Geologist from the Naraguta Hill area a few miles to the north-east of Jos and identified by the writer as virtually identical with the Liruei'n Kano specimens.

Miscellaneous identifications and examinations carried out in the laboratory, chiefly by the junior technical staff, numbered 180 during the year, most of which were submitted by members of the mining community. Mixed fine-grained concentrates formed a large proportion of these samples. With the arrival of additional staff and improved facilities, it is hoped to encourage the submission of samples of interest from outside the Department.

A fair standard has been attained by certain of the laboratory staff in the preparation of thin sections of rocks. With extra demands for sectioning imposed by the increased field staff, some congestion has been experienced due to the limited equipment available.

During November and early December classes in Crystallography and Mineralogy were held for the Junior Technical Staff, both Laboratory and Field Staff. Highly satisfactory results were generally obtained in the examination which was held at the end of the course.

A very brief visit was made to Jos at the beginning of October in order to obtain a general impression of the Neil's Valley area, of which, it is intended, the Mineralogist will make a study in collaboration with the Mining Geologist. In December a week was spent visiting a number of the tin-dressing plants in the Jos area, with a view to learning something of the methods employed in their relation to assistance that can be given to the mineral industry.

Mining Geologist's Report.

The Plateau branch office of the Survey was opened at Jos in March for the purpose of providing geological facilities for the tinfield, to provide closer liaison with the Mines Department, and in general to facilitate the study of this important mineral field and the other outlying fields which surround it.

In addition to his special studies of mineral occurrences, the Mining Geologist, on account of staff shortage, assisted with the re-survey of the Plateau tinfield. Further, since his transfer to Kaduna became necessary in October consequent upon the Director's retirement, it was only possible to devote about one-third of his time to the special work of his office.

The most important investigations undertaken were the lead-zinc occurrences of Zurak, Plateau Province, and Ameka, Ogoja Province. Visits were also made to Sokoto Province to advise on the exploration of

gold properties in the Zamfara valley, and to investigate the potentialities of tin lodes in Zaria Province, known as "Swifts" lode and "Andersons" lode. A visit was also made by Mr. J. E. Rockingham to the Odegi discovery of Fobra Tin, Ltd., in Benue Province.

None of these tin lodes has been uncovered sufficiently for detailed geological study. It is, however, interesting to note that Swift's lode lies in granite beneath an up-roll in its contact with the overlying rhyolite and that Anderson's lode has a rhyolite dyke occupying the same fissure. This association may prove of importance, for, though only careful exploration can tell to what extent these occurrences are economic, both fully warranted further investigation. The Fobra occurrence is also in too early a stage to justify detailed study. Values appear to be erratic, but further work on a limited scale is also warranted.

The position as regards lodes therefore remains unchanged. Nothing has yet been shown to warrant underground mining, but indications are sufficiently good that the possibility must be kept in view. As is general in mining, many may call for investigation before an economic one is found.

Attention was also given to a study of the newer basalts of the Ngell valley with a view to a clearer understanding of the flows and the old-drainages, in their relation to buried tin deposits. This work is not yet completed.

AGRICULTURE

Plant Breeding.

Botanical research has been directed to the production, by breeding and selection, of high-yielding and disease-resistant strains and varieties of local crops. In addition to work on food crops such as yams, cassava, beans, ground-nuts, rice, attention has been directed to improvement of some of the main perennial export crops. At the Oil Palm Research Station near Benin work continues on the breeding of high-yielding oil-palm varieties. Improved types of high oil-yielding strains have already been evolved, and in view of the importance of kernel production in the economy of Nigeria, attention is also being given to the breeding of fruit type which combines high kernel content with an increased proportion of oil-bearing pericarp. Attempts to improve on the Allen Cotton (itself the outcome of local plant breeding and selection) universally grown throughout the Northern Provinces have resulted in the production of a still better variety, 26C, which has now reached the stage of large-scale multiplication prior to distribution.

Soil Fertility.

On all research stations the main object has been to evolve improved systems of rotational farming suitable to local conditions, which by the inclusion of systematic manuring and of anti-erosion measures will combine increased output with maintenance of fertility. Improved rotations based on the use of leguminous fallows have been evolved which are suitable to certain limited areas, particularly in the Western Provinces, but it remains to persuade the farmers of their value. Owing to the peculiar soil conditions of large parts of Nigeria, green manuring in itself is of limited value, and requires supplementing with other inorganic manures, and attention is being given everywhere to evolving balanced

systems of mixed farming which will ensure adequate supplies of farmyard manure. In the southern part of the country the first step is the breeding and multiplication of tsetse-resistant livestock. Conditions in the Northern Provinces are more favourable, and considerable progress has been made in instituting a system of mixed-farming which embraces the use of oxen for pulling ploughs and for providing adequate supplies of manure, thereby developing a more permanent and intensive system of farming. Farmers adopting the system are assisted by their Native Authority with loans to provide for capital cost of cattle and ploughs. Though the total number of such farms is still relatively small (some 3,500), it is significant that the numbers are steadily increasing, and at the moment the main limiting factor to expansion is the temporary shortage of ploughs. These improved systems are demonstrated throughout the Northern Provinces on demonstration farms run by the Agricultural Department. At the Government settlement at Daudawa, in Katsina Province, the settlers following an approved system of mixed farming are enjoying a higher level of income and a higher standard of life than their neighbours outside. In both areas particular attention is being devoted to soil conservation. Effective measures have been evolved and demonstrated—contour strip-farming, terracing, etc.—but the application of these on an adequate scale is hampered by problems of land tenure and high costs. Investigations are being carried out on the value of lime and artificial manures in the Eastern Provinces, both on oil-palms and on food crops. Should the application of lime prove economic, valuable supplies should be available from local deposits of limestone.

ANTIQUITIES

Over several years there has been a growing interest in Nigerian antiquities, that was much stimulated by the important discovery in 1938 of a number of buried bronzes at Ife, illustrations of which form the subject of the cover. In 1943 an official was seconded to report on steps to be taken to preserve antiquities. A survey to cover the whole of Nigeria was begun, and in 1946 this was made permanent by the establishment of a new post, a Surveyor of Antiquities. Collections for a Nigerian Museum were begun to be built up by purchase and gift, and among the latter were several articles which had belonged to Lord Lugard. Steps were taken to protect individual objects of value, and proposals and plans were made for local museums at such centres of ancient art as Ife and Benin, but, owing to the shortage of building staff, it has not yet been possible to start any of these. Early in the year Mr. Braunholtz of the British Museum visited Nigeria during a visit to West Africa in order to advise the Colonial Office on the preservation of antiquities. An exhibition of antiquities held in Lagos at the end of the year attracted over 30,000 visitors.

THE BRITISH COUNCIL

The British Council was first established in Nigeria in 1943, when an office was opened in Lagos. The Council's headquarters for British West Africa at that time were in Accra. This was changed in 1945, when the representative in Nigeria became directly responsible to London. The present Exhibition Centre on the Marina was lent by Government, and a

British Council reading-room and institute were opened. In addition to the Library, lectures and film shows were given here, too.

With the rapid expansion of and great enthusiasm shown in Lagos for the library, a librarian was appointed, and the areas outside Lagos were catered for by means of travelling book-boxes which are changed every three months.

The latest development has been to rent premises at 9 Custom Street to house the library with the Council Office at 7 Custom Street and the Central Library, which is responsible for travelling book-boxes, at 6 Tinebu Square. More important has been the handing over of the control of the library now known as the Lagos Public Library to a management committee composed of Africans and Europeans. This has been made possible by the financial assistance given by the Lagos Town Council and British Council.

The present functional activities of the Council are held at 9 Custom Street, and include the following groups: art, discussion, writers, and music as well as a chess club, while film-shows and lectures on a wide variety of subjects are regularly given. In addition, a large number of periodicals are distributed throughout Nigeria, gramophone records are lent to groups and reading-room assistants are trained.

Two regional directors for the Eastern and Western Provinces have now arrived, and it is hoped that a director for the Northern Provinces will soon be appointed.

PART III

Chapter I: Geography and Climate

Nigeria is situated on the West Coast of Africa on the shores of the Gulf of Guinea, and is entirely within the tropics. It is bounded on the West and North by French Territory and on the East by the former German Colony of the Cameroons, a small portion of which is held by Great Britain under mandate. This is administered as an integral part of Nigeria. The total area of the Territory, including the portion of the Cameroons, is 372,599 square miles.

Along the entire coastline of Nigeria lies a belt, from 10 to 60 miles in width, of mangrove swamp forest intersected by the branches of the Niger Delta and other rivers, which are interconnected by innumerable creeks. The whole constitutes a continuous waterway from beyond the Western boundary of Nigeria almost to the Cameroons. North of this region is a zone from 50 to 100 miles wide of tropical "rain forest" and oil-palm bush, which covers the greater part of the central and eastern provinces of the South. Beyond this the vegetation changes, as the elevation rises, from open woodland to grass savannah, interspersed with scrubby fire-resisting trees; this covers the greater part of the Northern Provinces, except the extreme North, where desert conditions prevail. Nigeria possesses few mountains except along the eastern boundary, though parts of the central plateau rise over 6,000 ft. above sea level. In addition to the Niger and Benue, which during the rainy season are navigable by steamers as far as Jebba and Yola respectively, there are various important rivers, of which the Cross River is the largest. Except Lake Chad in the extreme North-east there are no large lakes.

In a country of this size the physical conditions vary greatly from one area to another. The very great extent of what is now the Niger Delta has gradually taken its present form in the course of centuries owing to the quantities of sand brought down by the River Niger itself from its upper reaches, and which have pushed the sea farther and farther back. Mangrove-trees flourish in this shallow water, and act as a cementing influence, but there is little solid land, and until the zone of tropical forest is reached farther to the North almost nothing is produced, the people living by fishing and trade.

Farther inland the belt of tropical forest varies from 50 to 100 miles in width, and contains not only an abundance of oil-palms, but also mahoganies, iroko and other valuable furniture woods. Very serious inroads have been made into the virgin forest by centuries of shifting cultivation, and the bulk of vegetation consists of secondary growth, many different species growing together in the same area. There is a considerable amount of cultivation in the forest zone, but few signs of this are

visible from the roads, since it takes place in clearings usually screened by thick bush.

North of the forest belt the country gets more and more open, until in the extreme North it approximates closely to desert conditions. One remarkable feature of the Northern Provinces is the Bauchi Plateau, which rises in places to heights of 6,000 to 7,000 ft. above sea level.

The River Niger enters the Territory from the North-west, and is joined by its principal tributary, the Benue, at Lokoja, about 340 miles from the sea. From here it flows due south into the Delta area, which extends along the coast for over 100 miles and for about 140 miles inland.

Although Nigeria lies entirely within the tropics, the climate of its northern regions is in fact more nearly of sub-tropical than of tropical type, for there is a long dry season from November to April, when there is considerable diurnal variation of temperature, and the harmattan wind blows from the desert laden with fine particles of dust. The climate of southern Nigeria is more characteristically tropical; the rainy season there is long, and the relative humidity and temperature vary comparatively little throughout the year. It would be a mistake to assume, however, that the climate of Nigeria in any given year could be predicted with any precise accuracy. In 1946 in large areas of the Southern Provinces there was a long drought in the months of June and July, when rainfall is usually at a high level. The normal annual rainfall, however, varies from upwards of 150 ins. at Akassa, Bonny and Forcados to under 25 ins. at Sokoto and Maiduguri. Mean temperatures are naturally higher in the arid areas of the North, and a maximum of over 110 degrees is not uncommon at Maiduguri, whereas in Lagos it does not as a rule greatly exceed 90 degrees.

Chapter II (a) : History

Nigeria has been described as "an arbitrary block of Africa". Its ancient history is largely lost in the mists of legend, and little accurate data is now available. The interior first became known to Europeans in the first half of the nineteenth century. All that can be stated with certainty is that at this time the open country was, and had been for a considerable period, inhabited by peoples of Negroid and Berber stock. In many parts of the forest zone, on the other hand, which stretches in a belt from 50 to 100 miles wide, running laterally from west to east along the Northern fringe of the coastline creeks, there dwelt a number of negro tribes with a more primitive social organisation and a lower standard of life. There were over 100 small tribes of the Bauchi Plateau, these probably being part of the original inhabitants of the Territory, who took refuge in this broken hilly country when successive waves of conquerors pressed their fellows southwards to the sea.

At the time of European penetration of the country the tribes with the most advanced social and political organisation were the Yorubas and the Binis in the South and the Hausa, Fulani, Kanuri and Arab tribes in the North. Tribal tradition holds that the Yorubas originated in Ile Ife, where God first created man, and although the extent of the territory under the direct control of the Oni of Ife was seriously curtailed in the

nineteenth-century Yoruba civil wars, Ife is still recognised as the spiritual headquarters of the race, and the Oni enjoys a position of peculiar influence as the custodian of the tribal relics. What is certain is that the Yorubas were established in the territory they now occupy at a fairly early date. Their precise origin is not known, but anthropologists have thought it probable that they were not of Negro blood, having acquired their present physical characteristics largely by intermarriage with the indigenous Negro population. Up to the beginning of the nineteenth century the Yoruba Kingdom occupied a large area, which may at one time have extended from the Niger as far even as Accra, and thus have included the greater part of what is now Dahomey. Certainly tribute was collected from Dahomey until as late a date as 1817. Over this wide area, occupied by a number of different clans founded by descendants of Oduduwa the first Oni of Ife, the Alafin of Oyo had probably risen to a position of practical suzerainty, which he exercised, with a varying degree of success, over a long period. The nineteenth century, however, saw the complete disintegration of the Yoruba Kingdom. Trouble with the Fulani to the North resulted in the sack of Oyo and the establishment of a Fulani Emirate in what had been one of the richest of the Yoruba Provinces. Central authority, probably never very strong, collapsed, and the Yoruba clans entered on a period of civil war which, fanned by the necessity of meeting the insatiable requirements of the lucrative slave trade, was to last intermittently for nearly seventy years.

The dangers of war were probably responsible for the establishment of the Yoruba Colony of Lagos, since the first settlement in the neighbourhood was at Ebute Metta, on the mainland, the inhabitants moving first to Iddo and then to Lagos island as conditions rendered their original site increasingly less secure. The Lagos White Cap Chiefs are the descendants of these original immigrants, whose position as landowners is still recognised, although a later heavy influx of Binis largely altered the character and distribution of the population, the Binis eventually becoming the dominant factor probably as early as about 1600.

Benin had at this time become a powerful and independent kingdom. The King or Oba had already thrown off any suzerainty previously exercised by the Alafin of Oyo and was nominally an absolute ruler, but the real power came to be wielded by the fetish priests, who created a reign of terror maintained by wholesale human sacrifice which was only finally overthrown by the British occupation.

Of the early history of the Hausa-speaking tribes of the Northern Provinces there is also little accurate documentary evidence, possibly through the destruction of early written records by their Fulani conquerors, though this view has been challenged by acknowledged authorities. But the pagan Hausas were certainly established over large areas of the Northern Provinces prior to the spread of Mohammedanism, which, making rapid progress sometime about the thirteenth century, affected greatly their social and political organisations. These came to be based very largely on Islamic law and doctrines.

The infiltration of the Fulani people into Northern Nigeria probably began on a large scale in the thirteenth century. Whilst many settled in the towns and intermarried with the Hausa population, others have retained until the present time both their pastoral habits and the purity of their

racial characteristics. A quarrel with the pagan King of Gobir led in 1802 to the initiation of a religious war on the part of the Moslem Fulani under the leadership of a Sheikh named Uthman dan Fodio. Out of this war grew the Fulani Empire, extending over the emirates of Katsina, Kano, Zaria, Hadejia, Adamawa, Gombe, Katagun, Nupe, Ilorin, Daura and Bauchi, all owing allegiance to Uthman dan Fodio's son Bello, the Sultan of Sokoto, as the Sarkin Musulumi or Commander of the Faithful. It was this Empire whose independent power was finally overthrown by the British occupation, but the Fulani were able to maintain their rule for nearly 100 years, showing—in the early stages, at all events—marked administrative ability.

The Fulani Empire was never co-terminous with the present Northern Provinces boundaries. A number of pagan tribes on the central plateau and in the area of the Benue valley were never brought into subjection. But foremost amongst the peoples who successfully resisted the invasion were the Kanuri of Bornu. This was largely due to Muhammed El Kanemi, who restored the position after the Sultan of Bornu had suffered a preliminary defeat by the Fulani, and went on to exercise the power of virtual ruler of the country, although the Sultan was restored to the throne as a figure-head.

The tribes of what is now south-eastern Nigeria have little or no known early history prior to the British occupation, with the exception of certain of the coastal peoples, who were long known as keen and enterprising traders. Since the establishment of the Protectorate, however, the rapid spread of education has brought great changes in a number of directions, and both the Ibos and the less numerous Ibibios now exercise an important influence on the social, economic and political life of Nigeria.

Neither the acquisition by the British Crown of the Colony of Lagos nor the establishment of a Protectorate over large areas of the interior was the result of deliberate long-range planning by the Governments of the day. On the contrary, those Governments were forced by the pressure of events almost insensibly, and often reluctantly, into courses of action which finally resulted in the taking over of the administration of the entire Territory. The events covering the whole period from the early discovery of Nigeria to the present day may roughly be set out under three heads: the period of exploration, that of penetration, and finally that of consolidation of the ground won.

In the period of exploration the British were not the first in the field. As early as 1472 the Portuguese had found anchorages in the mouths of the many rivers in the Bight of Benin. They were not, however, left long in undisputed possession of the field, and the first English ships reached the Bight of Benin in 1553, under the command of a Captain Windham. Then followed a chapter in the world's history on which England, in common with other nations, now looks back with distaste, only mitigated by memories of the earnest efforts later made to remedy so far as possible the wrong which had been done. The discovery of America and the establishment of Spanish colonies in the West Indies led to a steadily increasing demand for Negro slaves, and a cut-throat competition between the maritime nations to participate in, and to oust each other from, the lucrative business of supply. The first Englishman to engage in this

traffic was Sir John Hawkins, but he was followed by many others, who gained in the rough and tumble of a hazardous trade much of that experience of ships and the sea which was eventually to prove the salvation of England when the long struggle with Spain moved to its climax in the latter years of the sixteenth century. So clearly were the benefits of the slave trade to the growth of a prosperous and powerful merchant marine realised by the professional seamen that long after, when the cause of abolition began to raise its head, the Admiralty were amongst its foremost opponents, on the grounds of the serious blow which would be dealt thereby to England's essential reserve of trained seamen. It is a measure of the extent to which the horrors of the trade finally aroused the conscience of the nation that abolition was finally passed in England in the middle of a great war, and in the teeth of advice tendered by the country's greatest sailors.

In the sixteenth and seventeenth centuries, however, public opinion quietly ignored the moral issues, and concentrated on the material profits, and the English West Coast ports of Bristol and later Liverpool grew in prosperity accordingly. First the Portuguese, and then the Dutch, the Danes, the Spaniards and the Swedes, were successively supplanted, and by the Treaty of Utrecht in 1712 the British secured a thirty-year monopoly of the trade. Although the Dutch and the French maintained slave establishments at Benin until the close of the eighteenth century, it is estimated that more than half the slaves exported from West Africa during the busiest year of the trade were in British ships.

Lord Mansfield's famous ruling in 1772, in the case of James Somerset, that any slave setting foot on English ground became free under the Common Law was followed in 1787 by the establishment of a Society for the Abolition of the Slave Trade, which finally secured the passing of an Act of Abolition in 1807. The continuous efforts made to implement the Act and to suppress the trade were in a high degree responsible for the extension of British influence in Nigeria, which proceeded steadily throughout the whole of the nineteenth century.

The trade in slaves led to the ships of all nations acquiring familiarity with the numerous river-mouths between Lagos and Calabar. Little was known of the interior, however, until the beginning of the nineteenth century, and in particular the source and direction of the great river which was widely reputed to flow across the continent of Africa, were a complete mystery. Foremost amongst the names of those who sacrificed their lives to solve it was Mungo Park, who reached the Niger from the Gambia River in 1796, and in a second and officially sponsored expedition from Goree in 1805 sailed down the river as far as Bussa, where, with the remnants of his party, he perished in the rapids.

Although absorption in the Napoleonic War acted as a bar to further exploration for a number of years, the mystery of the Niger was not lost sight of, and from about 1816 on a number of attempts were made from various directions to establish with certitude the course of the river. Finally, Richard and John Lander succeeded where others had failed in tracing the outlet of the river to the multitude of creeks and rivers now known as the Niger Delta.

In the attempts which followed to put the Landers' discovery to practical use and to open up trade with the interior, the outstanding name

in the early period is that of Macgregor Laird, and in the later that of Sir George Taubman Goldie. It became clear to the latter that some form of unity was essential if British companies were to establish themselves against the opposition both of commercial rivals and the sometimes hostile inhabitants of the hinterland, and as a result of his persuasions the United Africa Company came into existence in 1879, being re-organised and incorporated as the National African Company, Limited, three years later. Legitimate trade prospered in spite of many discouragements, and with little or no backing from Governments to whom imperial responsibilities in a distant and unhealthy territory had no appeal.

The Government could not remain blind, however, to the difficulties and danger to British trading interests of the international competition for spheres of influence which, in the last two decades of the century, developed into a general scramble for Africa. At the Conference of Berlin in 1885 the British representatives were able successfully to claim that British interests were supreme on the lower Niger, and the British claim to a sphere of influence in Nigeria, the boundaries of which were as yet undefined, received international recognition. The Government's steps to undertake the responsibilities of efficient administration in that area known as the Oil Rivers Protectorate which came under the loose control of a British Consul were, however, both slow and reluctant. It was left to the National African Company, at last in 1886 granted a royal charter under the name of the Royal Niger Company, Chartered and Limited, to take a lead in opening up the Niger. The grant of the charter greatly strengthened the position of the Company, the usual Government services were established and an armed constabulary was raised for the protection of the territory. By these means the Company foiled both German and French efforts to encroach within what are now the boundaries of Nigeria, and after the most serious of French threats to our position in the Western part of the territory had been successfully averted by the Company's troops under Captain Lugard (as he then was) in 1894, these boundaries ultimately became generally recognised.

It was the British Government's efforts to suppress the slave trade, however, rather than the furtherance of commercial interests, which led to the most striking changes in its relations with the peoples of Nigeria. Lagos, an important centre of trade, was attacked and conquered in 1851, but resulting treaties with King Akitoye for abolition of the trade proved almost useless in the absence of any administrative arrangements to ensure their observance, and Akitoye's death in 1853 was followed by a long period of civil unrest. In 1861 Her Majesty's Government, therefore, reluctantly decided on the occupation of Lagos as the only effective means to the desired end. This was achieved with little difficulty, and the island was created a Colony the following year. The new Colony was consolidated, and its boundaries were extended somewhat in the years which followed, and in 1886 the Government felt strong enough to offer its services as arbitrator to bring to an end the latest of the Yoruba civil wars, which were such a fruitful source of supply for the slave markets. The offer was accepted, peace was temporarily restored and the war-camps were burnt by the arbitrators. The precedent was too good a one not to be followed by those in difficulties, and an appeal was made to the Lagos Government by the Egbado peoples, who were being oppressed by their

more powerful neighbours, the Egbas of Abeokuta. This appeal, together with the fear of the establishment of treaty relations between the French and the Egbas, led to further expeditions into the interior, and later to the still further stage of the appointment of a British Resident, who set up his headquarters at Ibadan. Gradually the whole of Yorubaland, with the exception of the Egba State, was attached to the Colony of Lagos as a British Protectorate. The wars ceased, and a great increase in prosperity both in the hinterland itself and also, in consequence, in the Port of Lagos, was the natural result. It was not many years before the treaty of 1893, recognising the independence of Egbaland, was voluntarily abrogated, since the authorities there found it impossible to maintain themselves in power without successive appeals for British support. In 1914 this area, too, came "unreservedly under the Government of the Protectorate of Nigeria".

The large area now known as the Northern Provinces was brought under British protection in the early years of the twentieth century, largely through similar reasons and from the same motives. Various slave-raiding Emirs carried on their activities within a few miles of the Niger Company's scattered posts, and it became clear that nothing but force would stop them. One expedition naturally led to another in an area, with much more close social and religious affinities than in the coastal belt, and after Government had finally taken over from the Niger Company in 1900 the time soon came when its relative strength and that of the Fulani Empire had to be settled. The issue was decided far more easily than might have been expected. The Fulani were aliens, and the abuses of their later rule had left them with no deep-seated sympathy amongst the subject populations. First Kano and then Sokoto were defeated and occupied, the desert tribes submitted, and the Fulani Emirs themselves accepted the relatively easy terms of the conquerors and came formally under British protection. The terms included the abolition of slave-raiding and the recognition of British suzerainty, coupled with an assurance that the Muhammedan religion and the existing system of law would not be interfered with.

The gradual extension of Government's influence in the Protectorate of the Oil Rivers had meanwhile been taking place. In 1893, by Order in Council, the Protectorate was extended over the hinterland and renamed the Niger Coast Protectorate, and the following year Government found itself forced to undertake an expedition against the Jekri Chief Nana, a powerful slave-trader whose activities extended over a wide area. Benin still held aloof, and an unescorted expedition led by Acting Consul-General Philips in 1897 in an effort to establish a friendly settlement was attacked and its members, with two exceptions, massacred. A military expedition was accordingly despatched, and Benin city was captured with only slight loss six weeks later.

In 1899 the charter of the Royal Niger Company was revoked, and on the 1st January, 1900, its territories came under formal Government control, compensation being paid to the Company in respect of its administrative expenses and its existing buildings and stores. The Company had added large areas of the rich hinterland of Nigeria to the British Empire and had done much to abolish the slave trade, bringing the benefits of peace and justice to peoples who had previously lived under the shadow

of both unrest and oppression. Its virtual trade monopoly became in the long run no more defensible in principle than was the "administration at private discretion of Territories of which the defence was provided at public expense", and the revocation of the charter was bound to come. But recognition should be given to the great part played by the Company in the building of Nigeria.

The penetration into and extension of British influence over the wide areas of Nigeria had, as has been seen, been carried out by three different sets of officials, responsible respectively to the Colonial Office, the Foreign Office, and the Directors of the Royal Niger Company. Even when the Royal Niger Company disappeared as a governing body in 1900, there still remained three separate administrations. These were reduced in 1906 to two, and the inevitability of the amalgamation of these was clearly foreseen. This came on the 1st January, 1914, when the Colony and Protectorate of Nigeria was formally inaugurated under the authority of Royal Letters Patent and Order in Council. Sir Frederick Lugard, who had been appointed in 1912 Governor of both the then remaining administrations, now became the first Governor of a united Nigeria.

The period of consolidation which now followed could hardly have begun in more difficult circumstances. The first world war began in August, 1914, and Nigeria not only found it impossible to recruit much-needed staff for the administration of the Territory, but some members of even such a limited service as existed left in order to play their part in the armed forces. Furthermore, the Nigeria Regiment was called upon to play an important part in the expeditions undertaken against the German colonies, first in the Cameroons and Togoland and later in East Africa. In all these campaigns the soldiers displayed both great gallantry and complete loyalty to their new allegiance. It was also a great tribute to the skill and tact with which Sir Frederick Lugard and his officers had handled the delicate situation in the North that not only was no advantage taken by the Emirs of prevailing difficult conditions to re-assert their independence, but throughout the war they continued to give convincing proof of their loyalty to the British connection. Minor trouble broke out in various parts of Southern Nigeria, due more to local administration difficulties than to any general desire to throw off British rule. By far the most serious of these outbreaks was the Egba rising of 1918, which assumed serious proportions for a time, but was eventually suppressed without difficulty by the newly-returned troops from East Africa.

In 1919 Sir Frederick Lugard, soon to become Lord Lugard, retired from the Governorship of Nigeria. To his outstanding position in its history no better tribute could be paid than the following extract from a speech to the Legislative Council on the 18th March, 1946, by His Excellency the Governor.

"In the proud record of British Colonial Administration two names stand out—those of Stamford Raffles and Lugard. Speaking in Nigeria there is no need for me to say what Lugard did in bringing order out of chaos, and in laying the foundations of the Nigeria we see to-day. Those who knew him personally marvelled how great a heart beat within that slender frame, and with what sure instinct he planned the administration. There is always

something sad about the passing of a great man. Lord Lugard had a modesty commensurate with his greatness and his fondest hope was that he had made some contribution to the future of the Nigerian people in whose welfare his interest never flagged until the end.

“To the ordinary man the outstanding characteristic of Lord Lugard was his prodigious industry. He never took a day off; he was at work all day and far into the night wherever he was—in Zungeru, on a launch on the Niger, in rest-houses, even on leave and on the voyage to and from Lagos—and he continued to work at the same pitch right up to the end of his life. Only a man of his physical strength and tenacity of purpose could have accomplished that immense amount of detailed work, and at the same time, amid all the urgent problems, the day-to-day changes and the constant risks of those early days, have kept in clear perspective the administrative structure which he was building up and which we and all the world know to-day. Yet behind all this there was no mistaking the soldier and the man of action in the alert and wiry figure of ‘the Little Man’, as he came to be known later on. One did not argue with his swift decisions; once made they were immovable. One of his notes, on the choice of a school site, read, “I planted a white stick where the Superintendent’s house should be”—and there it was, and is.

“It was no wonder that he inspired confidence in all those with whom he worked and that less than ten years after he had made his first adventurous journey northwards from Jebbs, a stranger could travel alone and in perfect safety through a settled and orderly country, rid of the slavery which he hated, and governed, under his wise guidance, by the Africans in whose service he spent his life.”

The war had brought great difficulties to Nigeria in the complete dislocation of world trade, but the first two years of peace were a period of unparalleled prosperity. Boom prices were paid for Nigerian produce, and exports rose to unprecedented levels. The slump which followed caused great economic difficulties, but it can fairly be said that, notwithstanding a series of financial crises due to world trade conditions, Nigeria progressed steadily in the period which intervened before the outbreak of the second world war in 1939. The staff of all departments was expanded, enabling Government to extend its activities in a number of ways. Communications were greatly improved, remote areas thus being brought for the first time under effective control. Further, social amenities were widely extended, and began to assume for the first time the functions and status of a national service. An important part in this and in the great spread of education which took place in these years was played by voluntary agencies, chief amongst which were the Christian Missions. The educational work of these bodies in particular has been of the greatest value, and has been extensively encouraged by grants from Government funds. Still further progress could have been made but for the necessity of financing development wholly, or almost wholly, from Nigeria revenues. These, being dependent to a great extent on import Customs duties, were subject to

considerable fluctuation, owing to the world-wide ramifications of international trade.

In all this period there was only one major threat to law and order in the Territory. This was the women's rising which occurred in the Owerri and Calabar Provinces in 1929, and largely resulted in the destruction of the local system of government which had been set up and in the establishment of Native Administrations based more closely on the indigenous customs of the people.

In 1922 Britain received a mandate from the League of Nations to administer that portion of the former German Cameroons Provinces which had been assigned to her. This territory is administered as an integral part of Nigeria. The Southern portion forms one of the Eastern Provinces, and the Northern portion is divided between the provinces of Adamawa and Bornu. The former German plantations were sold by public auction, and eventually almost all of them returned to German ownership.

One important event of this inter-war period should not go unnoticed even in so brief a summary. This was the visit to Nigeria in 1925 of His Royal Highness the Prince of Wales, who was everywhere greeted by both Chiefs and people with remarkable outbursts of loyalty and enthusiasm.

Chapter II (b) : The War Years

The last of the series of Annual Reports on the Social and Economic Progress of the People of Nigeria was written in respect of the year 1938. In the intervening years between this and 1946 Government had one paramount preoccupation—assisting to win the war. The character of the administration underwent great changes, as Government was obliged by pressure of events to control to an increasing extent the social and economic life of the citizen.

When war broke out, Nigeria was in the grip of the latest of a series of financial crises from which she had suffered since the collapse of the 1920 boom. Produce prices were at a low level, and imports, and in consequence Customs duties, were much reduced. Recruitment both of Europeans and Africans had been on a skeleton basis only in the lean years, and Government was very far from being well placed, therefore, to take over the multitudinous additional duties inseparable from the conduct of even a subsidiary part in a major war. The resulting strain on establishment was relieved partly by the re-enlistment on a temporary basis of experienced officers who had previously retired, partly by the secondment to special jobs of an administrative nature of senior clerks who had shown exceptional capacity, and further by the offer of temporary appointments to a number of wives of officials who had trained secretarial skill. By these means Government was in a position, as the war progressed, partially to staff the increasing number of departments which arose out of war-time controls.

As in 1914, the news of the outbreak of war was received with relative calmness, and the loyalty of the people throughout the Territory was in a number of ways convincingly demonstrated. Recruits for the armed forces were, in the initial stages, far in excess of the number which could be absorbed, money was subscribed generously for war purposes, and

in no place was there any sign of an inclination to profit by the Empire's current difficulties to stir up internal unrest. The difficult financial position was temporarily eased by the loan to Government of a portion of the Native Administrations' reserve funds, a loan which was subsequently paid back as the position improved.

One early result of the necessity of keeping the people informed, so far as possible, not only of the progress of the war but also of the motives actuating the Allies—and in particular the British Commonwealth—in engaging in it was the appointment of a Public Relations Officer. This officer was eventually responsible not only for Government's general relations with the Press, for the issue and treatment of war news and for the explanation to the public of the numerous new controls, but further for the publication of a weekly newspaper and for the circulation of posters and literature in connection with the general drive for greater effort. One feature of the war years, due in a large degree to the spread of primary education in the Territory, was a noticeable increase in the numbers of the newspaper-reading public, and a number of new daily papers were started by private enterprise to meet the increasing need. The troops overseas had to be supplied with news from home, and the Public Relations Office co-operated with the Military Authorities in its production and dissemination.

The active commitments which Nigeria assumed in the sphere of actual operations began, after the entry of Italy into the war, with the despatch of an expeditionary force to Kenya to take its part in the larger force which was assembling there for the conquest of Abyssinia. A significant sidelight on the difference in loyalty in the British and Italian colonial territories lies in the fact that whereas we, in the Empire's darkest hour, were in a position to denude Nigeria of trained troops for the conduct of an overseas campaign, Italian military operations even within their own borders were hampered at every point by the dangers of internal revolt.

After their return from the victorious Abyssinian campaign, Nigerian battalions, supplemented by some of the reserve units which had since been formed, were again despatched overseas, this time to the Gambia and Sierra Leone to assist in the defence of the frontiers against the possible danger of invasion from Vichy-controlled territory. But it was in 1943, with the decision to raise two West African Divisions to participate in the re-conquest of Burma, that Nigeria entered on its largest contribution to the active prosecution of the war. Infantry units had previously been recruited largely from the Hausa population of the Northern Provinces. But the necessity of recruiting tradesmen of all types for the transport and technical services, as well as large numbers of pioneers for work on the lines of communication, led to the absorption of large numbers of Yorubas and Ibos. Both the West African Divisions, which included two full brigades of Gold Coast troops as well as units from both the Gambia and Sierra Leone, undertook their preliminary training in jungle warfare in various parts of Southern Nigeria. The 81st (W.A.) Division left for India in October, 1943, and the 82nd (W.A.) Division in April and May, 1944. Both divisions played a prominent part in the operations in the Arakan, and units of the Nigerian 3rd Brigade were included in General Wingate's special force operating behind the Japanese lines in Central Burma.

The problems of demobilisation in due course of such a large number of men engaged the attention of Government and was given much anxious thought. A re-settlement organisation was set up, and legislation was enacted rendering it compulsory for employers to fill vacancies by ex-Servicemen up to a fixed proportion of their total staff. The problem, though great, proved somewhat less difficult than had been anticipated. Some 19,000 men have in fact been found paid employment, and the remainder are settling down again to farming or urban pursuits, the only trouble usually being given by men with short army service and poor characters.

The very considerable construction works undertaken on behalf of the military authorities led during the war to a steady drift of labour to the towns, particularly to Lagos. This had two important social and economic results. The increased amount of cash paid out in wages and contracts, coupled with the general shortage of imported consumer goods, led to a general rise in prices, which at one time threatened to assume inflationary proportions. Shortage of labour on the farms, together with the heavy demands of the Army for foodstuffs of all kinds, made food prices particularly susceptible to this tendency. As in other countries, Government made the most strenuous efforts to peg the cost of living by controls and by subsidising supplies, but in 1944 it was found necessary to make an award of a general cost-of-living allowance to African staff to enable them to meet rising prices. This allowance was eventually further increased as the result of the appointment in 1945 of the Tudor Davies Commission to consider the question.

The necessity of ensuring the absolute maximum production of essential export commodities, together with the breakdown of normal trade channels during the war, led to the introduction of bulk buying of Nigeria's export crops by the West African Produce Control Board. Established shippers acted as agents of the Board, usually on a fixed quota basis calculated on past performance. Whilst cocoa was not an essential war requirement, and indeed in the early stages of the war could not be shipped and had to be destroyed, the British Government bought the crop at minimum prices designed to prevent a complete collapse of the industry. These prices rose considerably later, when cocoa once again became exportable.

As the war prospered, Nigeria suffered from a constantly increasing shortage of imported supplies. Petrol, transport, tyres and tubes, and of course a number of items of imported foodstuffs, had to be rigorously controlled. One result of these shortages was a healthy growth of local production of butter, cheese, bacon and other foodstuffs for which, prior to the war, Nigeria had largely relied on overseas supplies.

The large growth of employed labour during the war was probably the main cause of a rapid growth of the Trades Union Movement. This movement had its teething troubles, and Government went to great trouble to endeavour to ensure its development on sound and progressive lines. One of the methods adopted was the recruitment to the Labour Department of a Trades Union official from the United Kingdom to bring to the problem the benefits of his wide experience of Union organisation.

With one exception, labour disputes, though a number of them arose

as the Unions grew increasingly conscious of the strength of their position, did not assume major proportions. The exception was the attempt, in June, 1945, to stage a general strike to further the demand for an increase in the cost-of-living allowance. As a country-wide movement the strike was a failure, but a measure of dislocation was caused in Lagos and a few other large towns, and the Nigerian Railway in particular suffered long-range repercussions.

An important feature of the war years has been left to the end of this brief summary. The collapse of France in 1940 transformed the British West African territories almost overnight from comparative backwaters to focal points in the transport system of the world. Increasing quantities of military supplies of all kinds poured through them on their way to the Middle East theatre of war. It became necessary, therefore, to devise some central organisation of a more executive nature than the West African Governor's Conference to control and co-ordinate the war efforts of the various territories. The West African War Council was accordingly set up, with its headquarters in Accra, and presided over by a Minister of Cabinet rank. This appointment was discontinued after the war ended, but the West African Council remains, its chairman being the Secretary of State for the Colonies.

Chapter III: Administration

The main political divisions of Nigeria are the Colony of Nigeria and three groups of Provinces, known as the Northern, Western and Eastern Provinces, which together form the Protectorate. The whole country is under the control of a Governor and Commander-in-Chief, to whom the Chief Commissioners of the Northern, Western and Eastern Provinces and the Commissioner of the Colony are responsible. The Governor is assisted by an Executive Council consisting of certain senior officials and two African unofficial members. By Order in Council dated the 2nd day of August, 1946, a larger Legislative Council was substituted for that previously operative. The enlarged Legislative Council consists of the Governor as President, thirteen *ex-officio* Members, three Nominated Official Members, twenty-four Nominated Unofficial Members and four Elected Members. The Nigeria Legislative Council Order in Council, 1946, also established a House of Chiefs in the Northern Provinces and three Houses of Assembly one in each of the Northern, Western and Eastern Groups of Provinces. The new Legislative Council legislates for the whole of Nigeria and the House of Chiefs and Regional Houses of Assembly have important deliberative and financial functions not at present extending to the actual enactment of legislation. The membership of these bodies is shown in Appendix H.

COLONY

The Colony—that is, the area round Lagos—was, until the 1st April, 1938, administered under the system known as “Direct Rule” by British officers. In practice, however, much assistance was given by village chiefs and elders, particularly in the settlement of petty cases which might

otherwise have been brought before the Supreme Court. For administration the Colony is divided into four parts—Lagos Township and the Districts of Baadagri, Epe and Ikeja. The affairs of Lagos Township are controlled by a Town Council, with the Commissioner of the Colony as President *ex officio*.

There is also in Lagos a body of traditional Chiefs, of whom the “Oba” (or crowned head) is the principal; although they have no part in the administrative machinery of the township, they exercise influence in the community, and provide the Commissioner of the Colony with valuable points of contact with the people.

On the 1st April, 1938, a form of local government, on the lines of the system in force in the rest of Nigeria, was inaugurated in the Districts outside Lagos Township, and separate Native Administrations have been established in four areas, each with its own Native Treasury and Native Court or Courts. In the other parts of the Districts Administrative Officers were gazetted as Native Authorities as a temporary measure, and administered Native Treasury funds in consultation with the village authorities concerned. Investigations pursued in these areas as to the possibility of creating further Native Administrations have given promising results.

The new Native Administrations are based on the village councils, whose traditional elasticity ensures their being reasonably representative. They have promulgated various rules and bye-laws for the control of markets, the enforcement of sanitary measures and the like, while the village councils have not only undertaken the collection of tax, but also helped to introduce a system by which assessment is adjusted to the means of the individual. The idea of local responsibility for local finance has been welcomed, and is doing much to dispel the political apathy that formerly characterised these areas.

NORTHERN PROVINCES

The Northern Provinces are administered under the system known as “Indirect Rule”, whereby the local functions of Government are for the most part delegated to the native chiefs or councils, acting under the supervision and with the assistance and advice of the British Administrative Staff. The local authorities so constituted are known as “Native Administrations”, and are responsible to the Governor for the peace and good order of their respective areas, in so far as persons legally subject to their jurisdiction are concerned. The District Heads and Village Heads complete the chain of executive responsibility, each answerable through his superior for the area in his charge. These, and also the Native Administration’s Courts, prisons and police, are financed by its Treasury, into which is paid its share of the taxes that it collects, as well as the total receipts of its Courts and various minor fees. The revenue and expenditure of each Native Treasury are shown in its annual Estimates, which are approved by the Governor, but are not subject to the control of the Legislative Council.

The Native Administrations also undertake such services as their means permit, the technical branches being supervised by European officers of the appropriate Departments, paid by the central Government.

Hospitals, dispensaries, schools, roads and motor transport are thus provided and maintained, and some of the larger Native Administrations have embarked on the public supply of electricity and water and keep their own survey and printing departments. The railways, trunk roads, mine-field survey, township works, central hospitals, etc., fall outside the sphere of the Native Administrations and, like the Government troops and police, are directly controlled by officers of the central Government departments concerned.

The prototype of the system of administration through district and village Headmen was found in the Northern Emirates at the time of the British conquest, and for reasons of expediency was in the early years of the Occupation adopted as a pattern throughout the Northern Provinces, as well in pagan as in Moslem country. The system has had a wide measure of success, but in many areas it conflicted with the indigenous arrangements and ideas, and so failed to enlist the willing co-operation of the people, without which little progress can be expected. Of recent years, however, the policy of Government has been to promote close investigation of pre-existing institutions, especially in pagan areas; armed with the knowledge so obtained, administrative officers have been able to enter into effective consultation with the people regarding the development of local self-government on lines which the latter could understand and approve. From such consultation a good deal of political reorganisation resulted.

EASTERN AND WESTERN PROVINCES

In the Eastern and Western Provinces the system of indirect rule through Native Administrations was first applied to the four Yoruba Provinces and to parts of Benin and the Cameroons Province between 1919 and 1922, but it was not till 1928 that it was adopted throughout the Territory. The Native Administrations thus differ from one another in their antecedents, and there is also a great diversity in the origins, customs and degrees of development of the peoples that they serve. Little detailed uniformity of constitution or operation is therefore to be expected; the Native Administrations may, however, be divided into two broad categories, according to their general characteristics—on the one hand, those of the Yoruba Provinces (Abeokuta, Ijebu, Ondo and Oyo) and parts of Benin, and, on the other, the remainder of Benin Province, the Warri Province and the Eastern Provinces.

The first category contains comparative well-organised native units which had maintained to a large degree their indigenous forms of organisation, and had been ruled through their chiefs, such as the Alafin of Oyo and the Oni of Ife. The Native Administrations are, therefore, controlled by such chiefs, or by confederations of chiefs who administer their own territory through their own native institutions. The autocratic powers of these chiefs are limited by the existence of councils, and in order to enlist the support of the literate classes these councils have in certain cases been strengthened by co-opting persons in virtue of their education or personality rather than their traditional prerogatives. The Native Authorities in a large measure control the Native Treasuries; and, moreover, although Government Ordinances continue to apply, responsibility for enforcing many provisions of the laws is, at the request of the

Chiefs and councils concerned, being assumed by the Native Authorities. Minor legislation is also enacted by these authorities under the Native Authority Ordinance for such purposes as sanitation, the control of markets, the protection of particular trades and the licensing of bicycles. Public works of various degrees of magnitude are undertaken and maintained under the control of these Administrations. Briefly, therefore, it may be said that with increased experience, efficiency and confidence these Native Administrations are gradually assuming part of the responsibility which had formerly been borne entirely by Government.

In the second category are comprised tribes of various degrees of development, none of which has reached the stage achieved by those of the first division. The constitution of the Native Administrations in many areas has not yet been finally determined, and every effort is now being made to find satisfactory solutions to the many problems which arise in the attempt to evolve a system of Native Administration based on the indigenous organisations. The problem is rendered none the less difficult by the fact that all these people have already experienced a considerable period of direct European rule. One of the chief tasks of Government in these areas is to give the people an opportunity to gain experience and confidence in administering their districts, and thus increase the efficiency of the indigenous institutions, which were in many cases called into existence by social rather than administrative requirements as we understand them to-day. It follows, therefore, that the training of the reorganised Councils and their officials is a slow and lengthy process. The representative character of Councils has been stressed, and this policy has met with considerable success. An increasing interest is being taken in finance, and in some cases the clans have framed their own estimates, and have been responsible, entirely unaided, for the prompt collection of tax.

NOTES AND APPENDICES

Weights and Measures

Weights and measures in common use and their equivalents in Imperial Weights and Measures :—

The same as in Great Britain.

Newspapers and Periodicals

NAME OF PAPER	DAILY OR OTHER- WISE	PLACE	PROPRIETOR
1. <i>Nigerian Daily Times</i>	Daily	Lagos	Nigerian Publishing and Printing Co., Ltd., 172 Broad St., P.O. Box 139, Lagos.
2. <i>Daily Comet</i>	„	„	Comet Press, Ltd., 76 King George Avenue, Yaba.
3. <i>West African Pilot</i>	„	„	Zik Press, Ltd., 34 Commercial Avenue, Yaba.
4. <i>Daily Service</i>	„	„	Service Press, Ltd., 5/7 Apongbon St., P.O. Box 163, Lagos.
5. <i>Nigerian Spokesman</i>	„	Onitsha	Zik Press, Onitsha.
6. <i>Southern Nigeria Defender</i>	„	Ibadan	Zik Press, P.O. Box 273, Ibadan.
7. <i>Eastern Nigeria Guardian</i>	„	P. Harcourt	Zik Press, Port Harcourt.
8. <i>Gaskiya Ta Fi Kwabo</i>	„	Zaria	Gaskiya Corporation, Zaria.
9. <i>Akede Eko</i>	Weekly	Lagos	I. B. Thomas, 116 & 139 Igbosere Rd., P.O. Box 646, Lagos.
10. <i>Catholic Herald</i>	„	„	Roman Catholic Mission, P.O. Box 19, Ebute-Metta.
11. <i>Nigeria Review</i>	„	„	Nigerian Govt. (P.R.O.).

NAME OF PAPER	DAILY OR OTHER- WISE	PLACE	PROPRIETOR
12. <i>Irohin Yoruba</i>	Weekly	Ibadan	c/o Service Press, Ltd., 5/7 Apongbon St., Lagos.
13. <i>Western Echo</i>	„	„	Mr. D. T. Akinbiyi, P.O. Box 148, Ibadan.
14. <i>Nigerian Observer</i>	„	P. Harcourt	Enitonna Printing Press, P.O. Box 30, Port Harcourt.
15. <i>Nigeria Eastern Mail</i>	„	Calabar	Henshaw Press, P.O. Box 57, Calabar.
16. <i>Nigerian Herald</i>	„	Aba	Maurice Printing and Publishing Co., 26 Asa Rd., P.O. Box 143, Aba.
17. <i>In Leisure Hours</i>	Monthly	Lagos	C.M.S. Bookshop, P.O. Box 174, Lagos.
18. <i>War Cry</i>	„	„	Salvation Army Head- quarters, Odunlami St., Lagos.
19. <i>African Hope</i>	„	„	Ijaye Press, 55 Hawley St., Lagos.
20. <i>Niger News</i>	„	P. Harcourt	C.M.S. Niger Bookshops, P.O. Box 34, Port Harcourt.
21. <i>Ijebu Review</i>	„	Ijebu-Ode	Resident, Ijebu-Ode.
22. <i>Egba Bulletin</i>	„	Abeokuta	Egba N.A. Ake, Abeo- kuta.
23. <i>Nigeria Civil Ser- vants</i>	Quart- erly	Lagos	Civil Service Union, c/o J. Ojo, Esq., Kings College, Lagos.
24. <i>Nigerian Law Quarterly Review</i>	„	„	Bar Association (Nigeria), 9 Victoria St., P.O. Box 484, Lagos.
25. <i>Nigerian Journal</i>	„	„	Association of European Civil Servants of Nigeria.

Bibliography

The following list gives a selection of official and other publications bearing on the subject of this report.

LEGAL

The Laws of Nigeria (1923): 4 Volumes.
„ „ (1933): Supplement.

Legislation of 1933, 1934, 1935, 1936, 1937, 1938, 1939, 1940, 1941, 1942 to 1944.
Customs Laws of Nigeria (1937).
Customs Tariffs, Import and Export.

PERIODICALS

Annual Report for Northern Provinces, Western Provinces and Eastern Provinces and Colony.
 Departmental Annual Reports.
Trade Report.
Monthly Trade Summary : annual subscription.
Nigeria Gazette (weekly).
Staff List (six-monthly).

HISTORY

A History of Nigeria (Burns).
A History of the Yorubas (Johnson).
Nigeria under British Rule (Geary).
A Short History of Nigeria (Niven).
Muhammadan Emirates of Nigeria (Hogben).

MISCELLANEOUS

The Principles of Native Administration and their Application (Cameron).
Native Administration (Perham).
An African Survey (Hailey).
Nigeria Handbook, 11th edition.
The Northern Tribes of Nigeria, 2 volumes (Meek).
The Peoples of Southern Nigeria, 4 volumes (Talbot).

GEOLOGY

Geology and Geography of Northern Nigeria (Falconer).
 Geological Survey Bulletins :—

11. The Tin Fields of Zaria and Kano Provinces : Tinstone in Calabar.

Appendix A

INDUSTRIAL DISPUTES—1946

<i>Department or firm</i>	<i>No. of workmen Involved</i>		<i>Stoppage of work</i>		<i>Cause</i>	<i>Terms of settlement</i>
	<i>Directly</i>	<i>Indirectly</i>	<i>Began</i>	<i>Ended</i>		
1. Merchandise and Produce (L. Ambrosini & Co., Ltd.), Lagos.	27	—	27.7.46	27.7.46	Dissatisfaction with wages and working hours. Dismissal of four representatives of workers.	Men resumed work after reinstatement of representatives and agreement on better conditions of service.
2. Transport (Arab Transport), Jos.	100	—	31.8.46	25.9.46	Dissatisfaction with wages, C.O.L.A. and other conditions.	Men resumed work pending consideration of their demands. Dispute was withdrawn later by the Workers Union.
3. Rubber Plantations, Sapoba and Sapele.	500	—	6.9.46	22.9.46	Demand for payment of arrears of C.O.L.A.	Men resumed work after payment of first instalment of C.O.L.A. arrears.
4. Sawmills (Government), Ijora.	800	—	10.9.46	11.9.46	Dissatisfaction with the dismissal of two employees, and with new instructions regarding work on Saturday.	Men resumed work after assurance was given by Director of Public Works to enquire into their complaints.
5. Aviation (Government Aerodrome), Tiko.	330	—	27.9.46	30.9.46	Wrong information about discontinuance of Saturday work and no pay on wet days.	Men resumed work after position was explained clearly by Divisional Engineer i/c Cameroons Province.
6. Medical Sapele.	74	17	9.10.46	13.10.46	Dissatisfaction with wages and complaint about number of men employed on conservancy work.	Men resumed work after investigation by a Labour Officer and grant of increased wages.
7. Palmer's Rubber Estate, Kwale.	178	—	11.10.46	31.10.46	Demand of payment of C.O.L.A. and removal of Assistant Manager.	Men resumed after Managing Director undertook to pay C.O.L.A. with effect from 1.8.45.
8. Medical Warri.	59	—	9.11.46	10.11.46	Men were misinformed about wage increase granted to conservancy labourers at Sapele, dissatisfaction with hours of work.	Increased wages granted with effect from 1.11.46.
9. Commercial Firms Lagos & Western Provinces.	4,000 (approx.)	—	18.11.46	19.11.46	Dissatisfaction with wages for the grading of cocoa and palm kernels.	Men resumed work pending consideration of demand by principals of firms concerned. Increased wages subsequently granted.
10. H. E. B. Greene, Co., Ltd.	400	—	30.11.46	8.12.46	Dissatisfaction with conditions of service.	Concessions granted to workers were :— (1) Full day's pay on Saturdays. (2) Hospital treatment for all injured workmen. (3) Pay on Christmas Day.

Appendix B

MINIMUM WAGES

<i>Trade or occupation</i>	<i>Area</i>	<i>Grade of workers</i>	<i>Rates of wages</i>	<i>Remarks</i>
(a) Tailoring trade and ancillary trades or occupations.	Lagos Township.	(a) All workers other than piece-workers, employed upon the employer's premises.	9s. per week of 45 hrs. 3s. per day for work done on public holiday.	Where a worker provides his own tools or machine, an additional 3d. a day is paid.
		(b) Piece-workers employed upon the employer's premises.	Rate which would yield 9s. a week of 45 hours.	" "
		(c) Piece-workers outside employer's premises.	Rate which would yield 11s. 3d. a week of 45 hours.	" "
		(d) Casual employees.	An hourly rate calculated at the rate pertaining to piece-workers as the case may be.	
		(e) Apprentices.	1st year 3d. per day. 2nd " 3d. " 3rd " 6d. " 4th " 9d. " 5th " 1s. "	The general minimum time rate for juveniles is 6s. for a working week of 30 hours.
		(f) As in (a) to (d) above.	6s. for a working week of 45 hours and 4s. for a working week of 30 hours in respect of juveniles.	
(b) Printing and allied trades or occupation.	Lagos Township and Colony.	(g) Apprentices.	1st year 2d. per day. 2nd " 2d. " 3rd " 4d. " 4th " 6d. " 5th " 8d. "	
		(h) Time-workers other than casual.	Time rate of £4 per month.	40-hr. week.
		Journeyman, Proof-reader or Checker.	£5 per month.	
		Assistant Foreman or Charge-hand.	£5 "	
		Foreman or Charge-hand.	£7 10s. per month.	
		(i) Casual workers : Journeyman.	3s. 3d. per day.	40-hr. week.
		Proof-reader or Checker.	4s. "	
		Assistant Foreman or Assistant Charge-hand.	4s. "	
		Foreman or Charge-hand.	6s. "	
		(j) Apprentices.	1st & 2nd year £1 10s. per month. 3rd year £1 15s. per month. 4th year £2 5s. per month. 5th year £3 per month.	"
		(k) Lowest grade of worker.	General minimum time rate of 5s.	50-hr. week.
		(l) Apprentices, Probationers and Learners.	General minimum time rate of 4s.	"
(c) Rubber.	Benin Province.			

Appendix C

Maps on sale at the Land & Survey Offices, Racecourse Road, Lagos.

Revised up to October, 1945.

GENERAL MAPS		£	s.	d.
Map of Nigeria, scale 1/500,000, revised 1945 edition in 15 sheets. Each sheet		5	0	
Map of Nigeria, 1938, scale 1/750,000 (Road Guide Series) in 15 sheets. Each sheet 2s., mounted 3s.				
Map of Nigeria, 1944, scale 1/1,000,000 (coloured) in 4 sheets. Each sheet		10	0	
Above mounted on rollers as one map	2	10	0	
Map of Nigeria, 1944, scale 1/2,000,000		5	0	
Map of Nigeria showing Medical Facilities, scale 1/2,000,000		5	0	
Outline map of Nigeria, 1938, scale 1/2,000,000		5	0	
Map of Northern Provinces, Nigeria, 1945, scale 1/2,000,000		3	6	
Map of Southern Provinces, Nigeria, 1939, scale 1/2,000,000		3	6	
Nigeria Tribal Map of Northern Provinces (Census 1931), scale 1/2,000,000		3	6	
Map of Nigeria, scale 1/3,000,000 (coloured).		1	6	
Map of Nigeria, 1940, scale 1/3,000,000 :—				
Agriculture, Communication, Domestic Trades, Forest, Isogonic, Isothermal, Orographical, Population, Rainfall Dry Season and Rainfall Wet Season.				
Each		2	0	
Map of Lagos Colony, 1936, scale 1/250,000		2	6	

TOPOGRAPHICAL MAPS

Standard Sheets of the following parts of Nigeria, scale 1/125,000 :—

Aba, Abeokuta, Afikpo, Akande (1913), Alawa, Abuja, Badagri, Bida, Bishini, Chafe, Fuka, Funtua, Gusau, Igangan West (1912), Ijebu-Ode, Ikare, Ikawmu (1913), Ibadan, Ikot Ekpene, Ilesha, Kaduna, Kakuri, Kushaka, Kusheriki, Kwiambana, Lagos, Maska, Meko (1912), Nkalagu, Ogbomosho (1912), Okigwi, Opobo, Paiko, Shaki West (1913), Udi, Tegna, Zaria and Zungeru	4	0
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Note.—Junaku (composite half-sheet), Minesfield and Nsukka (composite) are out of print.

GEOLOGICAL MAPS

Provisional geological map of Nigeria, 1943, scale 1/2,000,000	7	6
Standard Sheets of the following parts of Nigeria, scale 1/125,000 :—		

Alawa, Bishini, Fuka, Jimaku (composite half-sheet), Kaduna, Kakuri, Kushaka, Kusheriki, Kwiam-

bana, Minesfield, Tegina, Udi and Zungeru. Each sheet	£	s.	d.
		4	0

CADASTRAL MAPS

Lagos Town Plan, scale 88 ft. to 1 in., Sheets 1-15 (Lagos Island), 2s. 6d. per sheet; Sheets 48-130, 3s. 6d. per sheet.

The following are Revised Sheets: 1, 3, 5-15, 48, 49, 52, 53, 57, 62, 63, 68-70, 74, 75, 80, 81, 88, 89, 95, 96, 103, 104, 111, 112, 113, 119, 120, 131-133, 135-137, 139-141, 143, 144, 148, 179 and 181. Sheets 2 and 4 are under revision.

Lagos Town Plan (Old Edition), scale 200 ft. to 1 in., Sheets 1-13 (Lagos Island). 1s. 6d. per sheet. Set mounted on rollers, £1 5s.

Lagos Island, 1942, scale 400 ft. to 1 in.	4	6
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Lagos (Apapa District), scale 400 ft. to 1 in.	6	6
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Lagos (Suru Lere District), scale 400 ft. to 1 in.	5	0
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Lagos, Ikoyi Residential Area, 1944, scale 400 ft. to 1 in.	7	6
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Map of Lagos and Environs, 1941, scale 1/12,500, sheets 1-5. Each sheet	4	0
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Map of Lagos and Environs, 1941, scale 1/12,500, sheets 1-5, Supplementary Strip and Title-sheet, set mounted on rollers	1	5	0
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Sketch-map of Lagos and Environs, 1939	1	0
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Plans of the following Townships, scale 100 ft. to 1 in. 3s. 6d. per sheet:—

Abeokuta (16 plans each of 8 sheets), Ibadan (16 plans each of 9 sheets), Port Harcourt (Sheet V = 3 plans, Sheet VIII = 13 plans, Sheet IX = 1 plan, Sheet XI = 12 plans, Sheet XII = 8 plans and Sheet XV = 9 plans).

Plans of the following Townships, scale 200 ft. to 1 in. 3s. 6d. per sheet:—

Aba (11 sheets), Agege (2 sheets), Badagri (2 sheets), Benin (18 sheets), Calabar (11 sheets), Enugu (31 sheets), Epe (4 sheets), Ijebu-Ode (6 sheets), Ikorodu (2 sheets), Ilesha (9 sheets), Ilorin (8 sheets), Jos (9 sheets), Kaduna (37 sheets), Kano (12 sheets), Lokoja (2 sheets), Minna (12 sheets), Ondo (4 sheets), Nasarawa (1 sheet), Onitsha (20 sheets), Oyo (11 sheets), Sapele (8 sheets), Snagamu (1 sheet), Warri (7 sheets), Zaria (23 sheets).

Plans of Bamenda and Kumba Government Stations, scale 200 ft. to 1 in. Each	6	0
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Plan of Mamfe Government Station, scale 200 ft. to 1 in. on two sheets	7	0
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Plans of the following Townships, scale 400 ft. to 1 in. 3s. 6d. per sheet:—

Abeokuta (8 sheets), Enugu (4 sheets), Forcados

(1 sheet), Ibadan (9 sheets), Itu (1 sheet), Jos (2 sheets), Kafanchan (2 sheets), Kano (2 sheets), Opobo (2 sheets), Uyo (2 sheets).

	£	s.	d.
Plan of Ogbomosho Town, scale 400 ft. to 1 in.	4	0	
Plan of Port Harcourt Township, scale 400 ft. to 1 in.	6	0	
Plan of Funtua Town, scale 400 ft. to 1 in.	1	6	
Plan of Makurdi Town, scale 1/6,250	2	6	
Plans of the following Townships, scale 1/12,500. 5s. each: Aba, Calabar, Kano and Minna.			
Plans of the following Townships, scale 1/12,500. 6s. each: Enugu, Onitsha and Zaria.			
Plan of Kaduna Township, scale 1/12,500	7	6	
Plan of Ibadan and Environs, scale 1/12,500	2	6	
Index to Plans of above Townships. Each			6
Air-Strip Maps, scale 1/1,000,000	3	0	

Appendix D

THE NIGERIAN COCOA SURVEY

Objects of the Survey.

The position as regards diseases and pests of cocoa in Nigeria has for many years given rise to considerable concern. Black-pod disease and damage by *Sahlbergella* and other Capsid bugs are known to cause a considerable amount of damage annually, and various methods have been adopted to bring them under control. Although their occurrence may cause serious damage in individual years, none of them has yet seriously threatened the cocoa industry. The appearance of swollen-shoot disease on the Gold Coast, where it has caused widespread destruction of cocoa-trees, was a more serious cause for alarm, lest this virus was present, or would at some future time appear, in Nigeria. In 1944 it was accordingly decided that a Survey of all cocoa-farms in the Colony should be undertaken with the object of determining whether swollen-shoot disease was present, as well as of carrying out a thorough investigation of the incidence of other diseases and pests attacking cocoa, and studying the cultural aspects and economics of the industry.

Discovery of Swollen-shoot Disease.

As a result of these investigations swollen-shoot disease was discovered in 1945, and although the Survey is not yet complete, it seems fairly certain that the outbreak is confined to a comparatively small area in Oyo Province. The fact that its occurrence has been discovered at a relatively early stage renders the possibility of the disease being brought speedily and effectively under control much greater than might have been the case had the Survey not been undertaken.

Method of Control of Swollen-Shoot Disease.

The only known method at present of controlling swollen-shoot disease is that elaborated by the Gold Coast Agricultural Department,

which consists in cutting out all infected trees. This practice is being adopted on all outbreaks as soon as possible after they have been discovered.

In comparison with the Gold Coast, the indications are that the types or strains of the swollen-shoot virus in Nigeria are of a much less virulent nature and the rate of destructions is accordingly much slower. In addition, cocoa-farms in Nigeria are comparatively small, and average only about one and a half acres in area. They are also much more scattered than on the Gold Coast, with patches of farmland or bush between them. This tends to isolate the outbreaks and prevent the rapid spread of the disease from farm to farm. Although swollen-shoot is undoubtedly the most serious disease at present known to attack cocoa in Nigeria, the chances of its assuming the serious proportions it has reached on the Gold Coast would seem unlikely at present, and it is hoped that when the cutting-out campaign is completed the regular inspection of all infected areas and a constant vigilance against new outbreaks will enable the disease to be kept permanently under effective control.

Progress of the Survey.

During the early stages of the Survey, progress was considerably arrested through lack of trained African and European Staff. The position was further aggravated by the pressure of other work occasioned by the war. Although little difficulty was experienced in recruiting the necessary African Staff for the work, the full complement of four European Survey Officers was not obtained until 1946.

Until swollen-shoot disease was actually found in Nigeria, all the Nigerian Cocoa Survey Staff had to be sent to the Gold Coast in order to become acquainted with the symptoms of the disease in the field. The early discovery of the disease in Nigeria is largely attributable to the thorough training of the Nigerian Cocoa Survey Staff provided by the Gold Coast Agricultural Department and the West African Cocoa Research Institute at Tafo.

The objects and reasons for the Survey were given the fullest possible publicity through the Administrative and Agricultural Department, Native Authorities, and the Press, nevertheless, there was at first a certain amount of opposition to the Survey on the part of the farmers. It appears that their suspicions were based on a fear that an inspection of their cocoa-farms might be used for tax-assessment purposes, but an assurance from Government that the Survey would not be used in this way did much to alleviate their apprehension in this respect. It was not until after a party of farmers and Chiefs selected from the principal cocoa-growing Provinces in Nigeria were taken to the Gold Coast and shown the devastation which swollen-shoot disease had caused there, that the willing support of the local authorities and cocoa-farmers to the Cocoa Survey in Nigeria was obtained.

Opposition to Cutting Out.

Although the types of swollen-shoot disease so far known to occur in Nigeria appear to be less virulent than some of those found on the Gold Coast, they are none the less fatal, though they may take longer to cause the actual death of a cocoa-tree. For this reason the effects of the disease

are generally less spectacular, and some difficulty was experienced when the cutting-out campaign first started in convincing farmers and the local authorities that such drastic measures were actually essential. For a time opposition was so strong as to necessitate a temporary suspension of the cutting-out programme, and a further party of Chiefs and farmers selected from the affected areas were taken to the Gold Coast and conducted round the devastated areas. In addition, they were shown infected farms which had been successfully rehabilitated after removal of the infected trees. As a result of this visit the party returned in full accord with the cutting-out policy, and since this time the campaign has been continued with the full support of the native authorities.

Rehabilitation of Affected Farms.

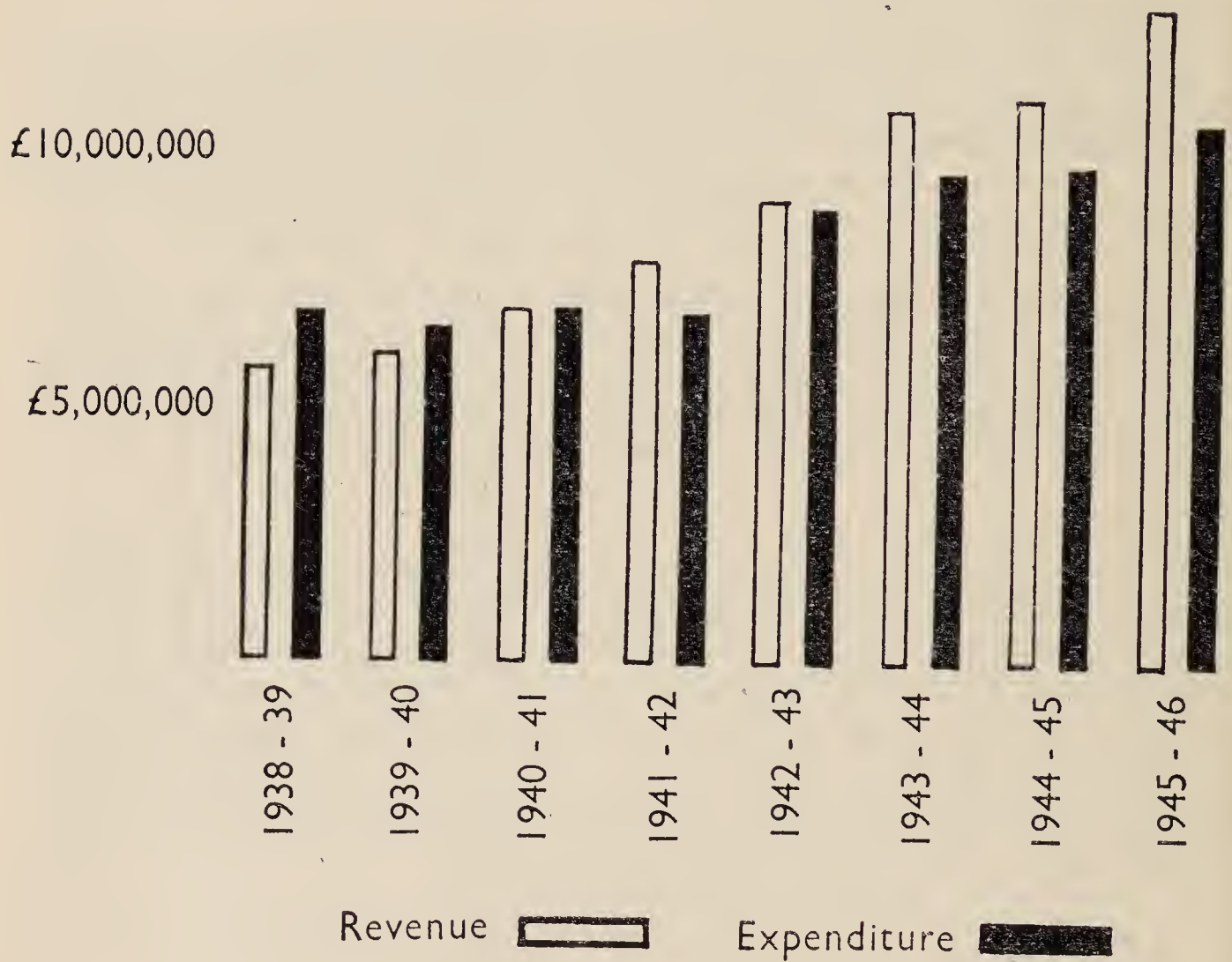
Much has yet to be learnt regarding the possibilities of replanting cocoa on farms in Nigeria affected with swollen-shoot. That this can be successfully achieved in certain areas there is little doubt, but much of the cocoa in Nigeria is planted under marginal conditions as regards soil and climate, and it is clear that it will not be possible to achieve success everywhere. The problem is, however, being actively pursued by the Agricultural Department, and replanting experiments are already in progress on selected farms. Provision is also being made to supply farmers with planting material of an improved type, as it is anticipated that they will take the initiative themselves and make some attempt to rehabilitate their own farms after they have been freed of swollen-shoot disease.

Finance.

The Nigerian Cocoa Survey is at present being financed from profits from the sale of cocoa by the West African Produce Board, from which a total sum of £85,000 has been allocated. This amount is intended to meet the cost of a preliminary Survey of all cocoa-farms in Nigeria over a three-year period ending March, 1948. In view of the presence of swollen-shoot disease in the Colony, it is clear that if the future interests of the cocoa industry are to be adequately safeguarded, the Survey must become a permanent institution, and suitable arrangements are under consideration for its continuance after this date.

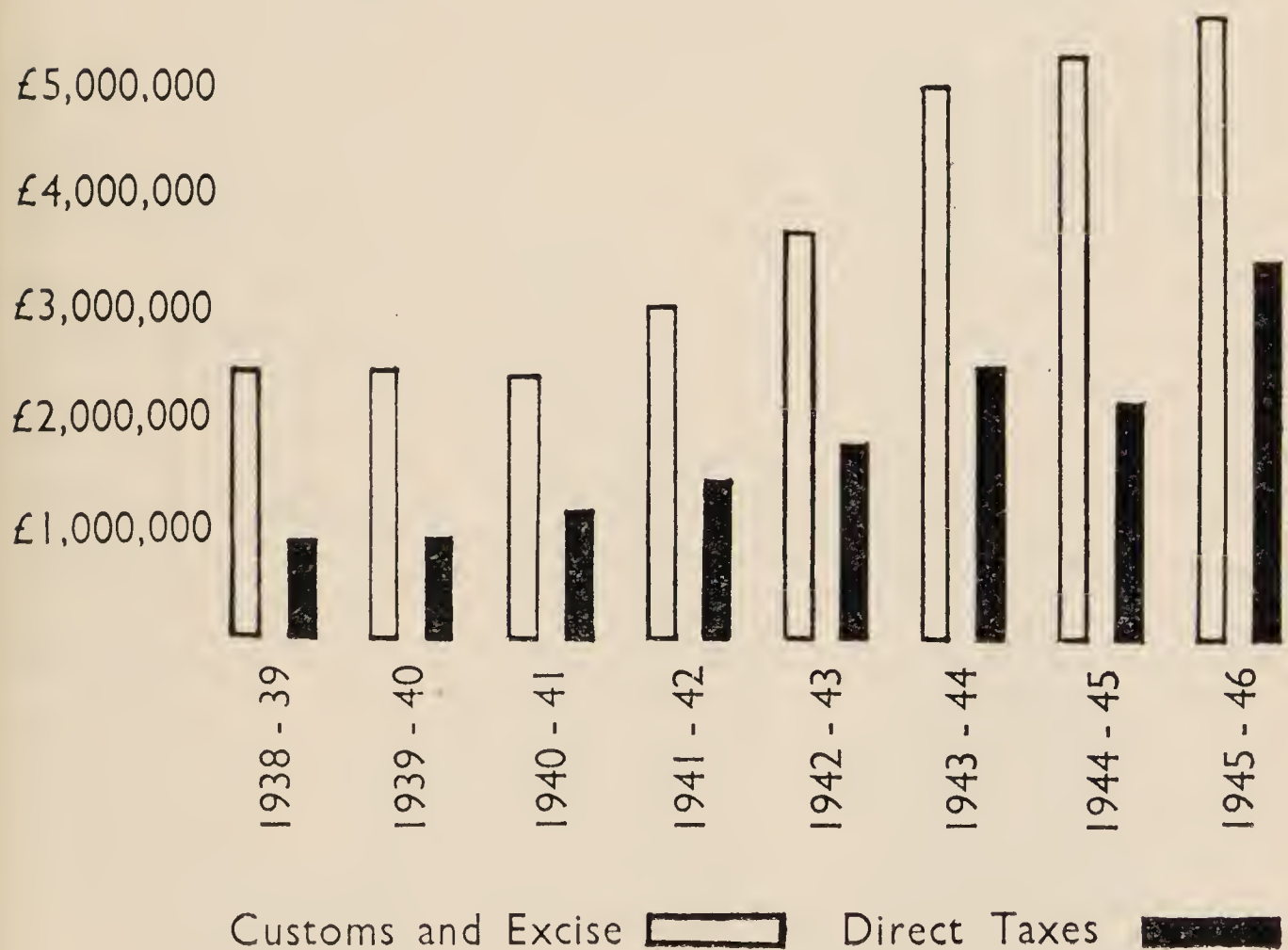
Appendix E

REVENUE AND EXPENDITURE, 1938-39 TO 1945-46



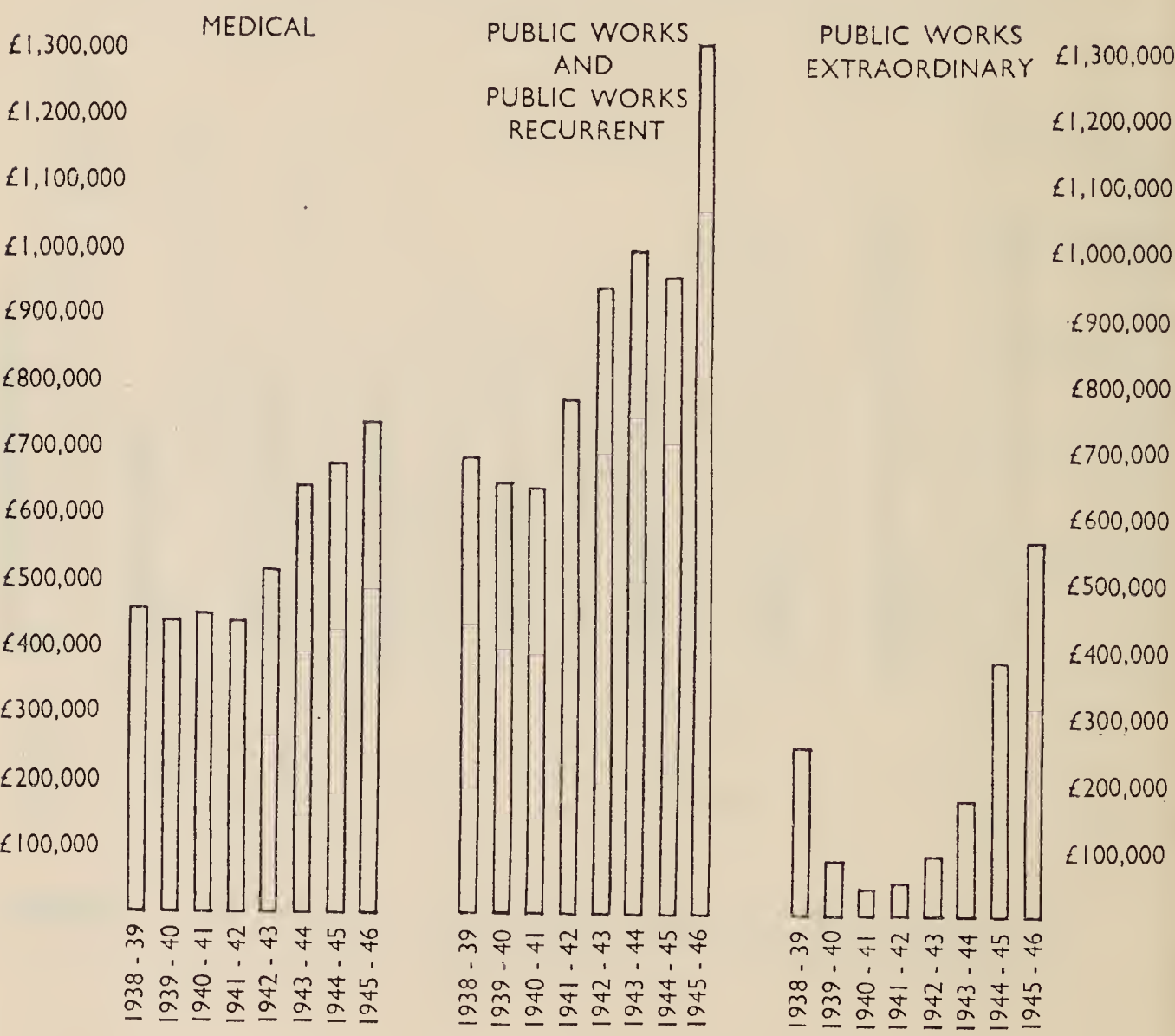
Appendix F

REVENUE FROM CUSTOMS AND EXCISE (INCLUDING EXPORT DUTIES) AND DIRECT TAXES, 1938-39 TO 1945-46



Appendix G

EXPENDITURE ON CERTAIN SERVICES, 1938-39 TO 1945-46



Appendix G—Continued.

AGRICULTURE,
FORESTRY AND
VETERINARY



EDUCATION



MARINE



MILITARY, DEFENCE
AND WAR MEASURES



Appendix H

The Legislative Council.

The Ex-officio Members are :—

The Chief Secretary to the Government ;
 The Chief Commissioners of the three Regions ;
 The Attorney-General ;
 The Financial Secretary ;
 The Director of Medical Services ;
 The Development Secretary ;
 The Director of Education ;
 The Director of Agriculture ;
 The Director of Public Works ;
 The Commissioner of Labour ;
 The Commissioner of the Colony.

The Nominated Official Members are three Residents, one from each region, appointed by the Governor by Instrument under the Public Seal for each meeting of the Legislative Council.

The Nominated Unofficial Members are : —

- (a) Four Members, being Members of the House of Chiefs appointed by that House ;
- (b) Five Members, being Unofficial Members of the Northern House of Assembly, appointed by the Unofficial Members of that House ;
- (c) Two Members, being Chiefs appointed by the Governor from those Chiefs who are Members of the Western House of Assembly ;
- (d) Four Members, being Unofficial Members of the Western House of Assembly, appointed by the Unofficial Members of that House ;
- (e) Five Members, being Unofficial Members of the Eastern House of Assembly, appointed by the Unofficial Members of that House ;
- (f) A Member for the Colony appointed by the Governor after consultation with the Native Authorities in the Colony ;
- (g) Three Members appointed by the Governor to represent interests or communities which, in his opinion, are not otherwise adequately represented.

The Elected Members are three Members for Lagos and one Member for Calabar, elected as provided in the Order in Council.

The House of Chiefs consists of the following Members :—

- (a) The Chief Commissioner for the Northern Provinces as President ;
- (b) All first-class Chiefs exercising their functions as such within the Northern Provinces and qualified under this Order to sit in the House ; and

- (c) Not less than ten Members elected from their own number by second-class Chiefs, exercising their functions as such within the Northern Provinces. The number of such Chiefs, the manner of their selection and the tenure of their office are such as the Governor may, from time to time, direct in writing.

The Northern House of Assembly consists of the following Members :—

- (a) Nineteen Official Members, who are
 The Senior Resident, Northern Provinces, as President ;
 Twelve Residents of the Northern Provinces (the Secretary Northern Provinces, being regarded as a Resident) ;
 The Secretary (Finance), Northern Provinces ;
 The Deputy Director of Medical Services, Northern Provinces ;
 The Deputy Director of Education, Northern Provinces ;
 The Deputy Director of Agriculture, Northern Provinces ;
 The Deputy Director of Public Works, Northern Provinces ;
 The Senior Crown Counsel, Northern Provinces ; and
- (b) Not less than twenty nor more than twenty-four Unofficial Members who are :—
- (i) such number of Members, not being less than fourteen nor more than eighteen and not being Members of the House of Chiefs (who shall be called Provincial Members), selected as provided in the Order-in-Council as the Governor may from time to time direct in writing ;
- (ii) six Members appointed by the Governor to represent interests and communities which, in his opinion, are not otherwise adequately represented.

The Western House of Assembly consists of the following Members :—

- (a) Fourteen Official Members who are :—
- The Chief Commissioner for the Western Provinces as President ;
 Seven Residents of the Western Provinces (the Secretary, Western Provinces, being regarded as a Resident) ;
 The Secretary (Finance), Western Provinces ;
 The Deputy Director of Medical Services, Western Provinces ;
 The Deputy Director of Education, Western Provinces ;
 The Deputy Director of Agriculture, Western Provinces ;
 The Deputy Director of Public Works, Western Provinces ;
 The Senior Crown Counsel, Western Provinces ; and
- (b) Not less than fifteen nor more than nineteen Unofficial Members who are :—
- (i) Three Head Chiefs of the Western Provinces to be appointed by the Governor after consultation with the Head Chiefs of the Western Provinces ;
- (ii) Such number of Members, not being less than seven or more than eleven (who are called Provincial Members),

selected as provided in the Order-in-Council, as the Governor may from time to time direct in writing ;

- (iii) Five Members appointed by the Governor to represent interests or communities which, in his opinion, are not otherwise adequately represented.

The Eastern House of Assembly consists of the following Members :—

- (a) Fourteen Official Members who are :—

The Chief Commissioner for the Eastern Provinces as President ;

Seven Residents of the Eastern Provinces (the Secretary, Eastern Provinces, being regarded as a Resident) ;

The Secretary (Finance), Eastern Provinces ;

The Deputy Director of Medical Services, Eastern Provinces ;

The Deputy Director of Education, Eastern Provinces ;

The Deputy Director of Agriculture, Eastern Provinces ;

The Deputy Director of Public Works, Eastern Provinces ;

The Senior Crown Counsel, Eastern Provinces ; and

- (b) Not less than fifteen nor more than eighteen Unofficial Members who are :—

- (i) Such number of Members, not being less than ten nor more than thirteen (who are called Provincial Members), selected as provided in the Order in Council, as the Governor may from time to time direct in writing ;

- (ii) Five Members appointed by the Governor to represent interests or communities which, in his opinion, are not otherwise adequately represented.

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THE COST OF LIVING IN THE
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